

18/00914/FUL

**NEW AIRPORT TERMINAL BUILDING, LONDON
SOUTHEND AIRPORT, ROCHFORD**

**SINGLE STOREY AND TWO STOREY EXTENSIONS TO
THE NORTHERN AND SOUTHERN ENDS OF THE
PASSENGER TERMINAL BUILDING AND ASSOCIATED
DEVELOPMENT INCLUDING PLANT ENCLOSURE,
HARDSTANDING AREA AND HARD AND SOFT
LANDSCAPING.**

APPLICANT: LONDON SOUTHEND AIRPORT CO.LTD

**ZONING: LONDON SOUTHEND AIRPORT AND
ENVIRONS, JOINT AREA ACTION PLAN
(JAAP)**

PARISH: ROCHFORD PARISH COUNCIL

WARD: ROCHE SOUTH

1 RECOMMENDATION

1.1 It is proposed that the Committee RESOLVES

That planning permission be approved, subject to the following conditions:-

- (1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
- (2) The development hereby approved shall be carried out in accordance with the approved plans as follows:-

RPS-P3-XX-DR-A-018 Rev P04, RPS-P3-XX-DR-A-021 Rev P02
RPS-P3-XX-DR-A-023 Rev P03, RPS-P3-XX-DR-A-024 Rev P02
RPS-P3-XX-DR-A-017 Rev P02, 17064-00-200-002 Rev 01
RPS-P3-SI-DR-A-001 Rev 02, RPS-P3-SI-DR-A-002 Rev P01
RPS-P3-SI-DR-A-003 Rev P04, 17064-00-200-007 Rev 00
17064-00-200-001 Rev 01, 17064-00-300-010 Rev 00
RPS-P3-GF-DR-A-008 Rev P02, RPS-P3-GF-PR-A-009 Rev P04
RPS-P3-02-DR-A-010 Rev P03, RPS-P3-02-DR-A-012 Rev P04
RPS-P3-02-DR-A-011 Rev P02, RPS-P3-GF-DR-A-022 Rev P03
RPS-P3-GF-DR—007 Rev P05, RPS-P3-XX-DR-A-014 Rev P05

RPS-P3-XX-DR-A-015 Rev P02, RPS-P3-XX-DR-A-016 Rev P05
RPS-P3-XX-DR-019 Rev P04.

- (3) Use of the extensions hereby approved shall be limited to use in connection with the use as an airport terminal building including for use in direct connection with supporting airport operations and not available for use by the general public, i.e. non-passengers or staff working at the airport.
- (4) The external facing materials to be used in the construction of the development hereby permitted shall be those materials as detailed on the submitted plans (see condition 2 above) and shall match corresponding areas of the existing building. Where alternative materials are to be used, no development shall commence before details of those alternative external facing (including windows and doors) and roofing materials to be used in the development, have been submitted to and approved in writing by the Local Planning Authority.

Any materials that may be agreed in writing by the Local Planning Authority shall be those used in the development hereby permitted.

- (5) The development shall be constructed in accordance with the details in the BREEAM pre-assessment submitted in conjunction with this application (subject to changes submitted to and agreed in writing by the Local Planning Authority) such that the development would achieve a 'very good' rating.
- (6) The solar photovoltaic panels shall be installed (and retained in perpetuity) in accordance with the approved plans prior to first beneficial use of the development hereby approved to secure at least 10 per cent of the developments energy from this source.
- (7) Prior to first beneficial use of the extensions hereby approved, details of hard and soft landscaping including the bund shall be submitted to and agreed in writing by the Local Planning Authority. Hard and soft landscaping shall be completed as agreed prior to first beneficial use of the extensions unless an alternative timetable is previously agreed in writing by the Local Planning Authority.
- (8) Prior to commencement of the development hereby approved details of how the development will use rain water harvesting and water recycling unless details are provided to demonstrate that this is not feasible or not viable, shall be submitted to and approved in writing by the Local Planning Authority. The details as agreed shall be implemented prior to first beneficial use of the development hereby approved.
- (9) Prior to the commencement of development hereby approved, details of the surface water drainage strategy relating to the development

hereby approved shall be submitted to and agreed in writing by the Local Planning Authority. Details shall be implemented as agreed.

- (10) Prior to the commencement of the development hereby approved, a Maintenance Plan detailing the maintenance arrangements, including who is responsible for different elements of the surface water drainage system and the maintenance activities/frequencies, shall have been submitted to and agreed in writing by the Local Planning Authority. Maintenance shall take place in accordance with the agreed details in perpetuity.

Should any part be maintainable by a maintenance company, details of long term funding arrangements should be provided.

- (11) The applicant or any successor in title must maintain yearly logs of maintenance which should be carried out in accordance with any approved Maintenance Plan. These must be available for inspection upon request by the Local Planning Authority.
- (12) The approved Construction Dust Management Plan dated 1 August 2018 shall be implemented and adhered to throughout the construction of the development hereby approved.
- (13) No development shall commence until a foul water strategy has been submitted to and approved in writing by the Local Planning Authority. No development shall be occupied until the works have been carried out in accordance with the foul water strategy so approved unless otherwise approved in writing by the Local Planning Authority.

2 PLANNING APPLICATION DETAILS

- 2.1 Extensions to the terminal building are proposed which are revisions to the development approved under 17/00996/FUL.
- 2.2 A single storey extension is proposed to the southern elevation of the terminal building whilst a two-storey extension is proposed to the northern elevation. In addition, a compound is proposed to contain plant at ground level and an additional area of hardstanding would be provided.

3 MATERIAL PLANNING CONSIDERATIONS

Site and Context

- 3.1 The application site is located in the far south-eastern corner of the operational airport. This area of the airport lies close to the railway line and Southend Road, the opposite side of which lie residential properties within the Rochford District some 150 metres away at the closest point. Residential properties within Southend-on-Sea Borough also lie in fairly close proximity to the proposed development site to the south.

Relevant Planning History

- 3.2 97/00526/OUT – APPROVED - Erect Replacement Air Terminal With New Integrated Rail Station, Visitor Centre, Access Road and Associated Car Parking.
- 3.3 04/00639/REM – APPROVED - Replacement Air Terminal with Integrated Rail Station, Visitor Centre, Access Road and Associated Car Parking. (Reserved Matters Following Outline Approval 97/00526/OUT).
- 3.4 09/00599/FUL – APPROVED - Application to Vary Conditions No. 5 and No. 8 to the Existing Planning Permission to Erect a Replacement Air Terminal with Integrated Rail Station, Visitor Centre, Access Road and Associated Car Parking. (04/00639/REM).
- 3.5 10/00643/NMA – APPROVED - Application for a Non-Material Amendment Following Approval at 04/00639/REM.
- 3.6 11/00074/FUL – APPROVED - Application For Variation Of Condition 1 Of Planning Consent 07/01056/FUL To Allow For Amendments To The Design Of The New Terminal Building.
- 3.7 12/00103/FUL – APPROVED - Extension Of Passenger Terminal Building; Configuration Of An Aircraft Parking Area For 5 Aircraft Stands; Passenger Walkways; And Associated Works.
- 3.8 12/00751/FUL – APPROVED - Extension to the Passenger Terminal Building.
- 3.9 17/00996/FUL – APPROVED - Northern and Southern Extensions to the Passenger Terminal Building.
- 3.10 18/00744/FUL – APPROVED – Plant equipment compound and hardstanding area adjoining terminal extension.
- 3.11 18/00750/FUL – APPROVED – Application to vary conditions (as below) relating to planning permission reference 17/00996/FUL for extension to the terminal building.
 - 1. To approve changes to the design of the extensions (Condition 2).
 - 2. To seek approval, at the same time, for some of the details required to be approved prior to construction, thereby avoiding the need for some of the pre-commencement conditions to be re-imposed (Conditions 3, 4, 5, 6, 8 and 14).
- 3.12 Also of relevance to this proposal is the planning consent for the runway extension (09/01960/FULM) which is subject to a s.106 legal agreement dated 30 April 2010 and subject to a deed of variation dated 20 June 2012; this consent was issued by Southend-on-Sea Borough Council in 2011.

Principle of Development

- 3.13 The proposed development has to be assessed against relevant planning policy and with regard to any other material planning considerations. In determining this application regard must be had to section 38(6) of the Planning and Compulsory Purchase Act 2004, which requires proposals to be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 3.14 The relevant parts of the adopted Development Plan are the Rochford District Core Strategy (2011), the Allocations Plan (2014), the Development Management Plan (2014) and the London Southend Airport and Environs Joint Area Action Plan (2014) (JAAP).
- 3.15 The JAAP sets out the Council's vision for the development of the airport. The central principle of this plan is that the airport can expand its operations to enable up to 2 million passengers to be carried annually.
- 3.16 The runway extension approved in 2010 by Southend-On-Sea Borough Council enabled the airport to increase the number of aircraft movements each year to a maximum of 53,300 (plus 5,330 cargo) with an associated increase in passenger numbers to some 2 million passengers per annum.
- 3.17 The JAAP acknowledges the need for investment in assets such as the passenger terminal and policy TF1 of the JAAP specifically relates to planning applications for expansion of the new terminal building. This policy states that the Council will support applications for such to enable growth subject to the proposal meeting the Environmental Controls Schedule. This Schedule lists a number of limitations placed on operations at the airport relating to matters including operating hours, annual caps on aircraft movements, caps on certain heavy/noisy aircraft and caps on night flights to name but a few. These restrictions stemmed from the consideration of the original runway extension planning application and the environmental impacts of this proposal. The proposed terminal building extensions would not result in any breach of the Environmental Controls Schedule. A section 106 legal agreement accompanied the runway extension application and remains in place to limit environmental impacts.
- 3.18 The proposed extensions are shown to provide greater capacity for baggage reclaim, processing and screening at ground floor, as was the case in the earlier proposal, approved under 17/00996/FUL; these uses support the operational requirements of the airport.
- 3.19 As a result of the proposed extensions and relocation of existing baggage handling areas some space would be freed up within the existing terminal building which it is shown would be used for immigration checks and other

ancillary related uses; this was again the case in the previous proposals 17/00996/FUL and 18/00750/FUL.

- 3.20 The main difference to the previous planning consents is that additional first floor space amounting to some 4193 square metres is now proposed. The planning statement accompanying the application explains that the airport does not currently have a definitive view of how the first floor space will be used such that it would remain unfitted out for the time being. The main advantage, however, in building the extension two-storey in the first instance would be to avoid future disruption to operations which would result from extension over an existing single storey extension.
- 3.21 The most likely uses would be for passenger services such as retail or catering outlets and or airport related offices or support accommodation such as training facilities. The submitted plans label the first floor space as space safeguarded for potential terminal use/support accommodation for airport operations. Subject to a planning condition to limit the space provided at first floor to use as described by the applicant, including prohibiting use of the space by non-passengers, the proposal would support expansion of the airport in accordance with policy TF1 of the JAAP. Any retail or café use provided, for example, would not conflict with policies which seek to protect the vitality of the town centre, most notably due to the proximity of Rochford in this case, given that only passengers already using the terminal building would have access to any of the uses provided within the terminal building.
- 3.22 The revised NPPF continues to emphasise the purpose of the planning system to achieve sustainable development and the proposal would contribute in particular towards the thread of this that relates to building a strong and competitive economy and supporting economic growth. The proposal would comply with policy TF1 of the JAAP as well as Core Strategy policies ED1 and ED2 which all support development and enhancement of London Southend Airport.

Public Safety Zone

- 3.23 The proposed extensions would not fall within the designated Public Safety Zone where certain types of development are restricted.

Design

- 3.24 Good design is a key part of sustainable development. The revised NPPF has a renewed focus on the need to achieve good design and local planning policies also require such.
- 3.25 The extension proposed to the southern elevation involves extension of the existing single storey part of the terminal building in this location as opposed to the 'demolish and rebuild' proposal here approved under 17/00996/FUL. The footprint of the extension here is slightly greater than that approved under 17/00996/FUL although the scale, in the context of the terminal building, is not

significantly greater. The extension would have a part-flat and part-curved roof form and given the scale and siting would not be an addition out of character with the existing terminal building.

- 3.26 The extension proposed to the northern elevation would occupy the same footprint as the extension approved to this part of the site under 18/00750/FUL but whereas the earlier extension was single storey the proposal is now for a two-storey extension here. The height and width of the proposed extension would match that of the two-storey part of the existing terminal building. The roof form of the proposed extension would vary from that to the existing terminal building as an upwards curve would be incorporated close to the western elevation and a brise soleil provided to shield the first floor glazing.
- 3.27 The compound, proposed to the northern elevation of the two-storey extension would be formed of aluminium expanded metal mesh panels as was the case in the earlier scheme approved under 18/00750/FUL. The height of the compound would be greater than that approved under 18/00750/FUL; however, in that proposal the compound attached to a single storey extension whereas here it would attach to a two-storey extension. The relationship to the terminal building would therefore be similar.
- 3.28 The form and profile of the roof over the proposed two-storey extension would differ slightly to that over the existing terminal building. To the landside (eastern) elevation the roof form would curve down and match the roof profile of the existing building but to the airside (western) elevation the roof would incorporate an upwards curve. This slightly different roof profile would allow the full depth of the first floor space to be utilised, achieve views across the airport and maximise natural light to the first floor space. When viewed from the north, the roof profile would appear as a gentle wave below which the expanded wire mesh compound would provide a contrasting and visually interesting feature in keeping with the modern character of the terminal building. A solar panel array would be attached to the central and uppermost section of the roof.
- 3.29 External facing and roofing materials would match those already in use on the building, including composite cladding panels in metallic grey colour, aluminium doors in a slate-grey colour.
- 3.30 The extension to the northern elevation would be significant in scale and given the two-storey proposal would be greater in scale than the development approved under 18/00750/FUL. The addition would elongate the existing terminal building and would not appear visually distinct from the existing terminal building when viewed from the east. From the west, the contrasting roof form proposed and brise soleil would result in noticeable change from the existing part. Whilst significant in scale, the extended terminal building would retain its modern design and appearance and not be of a scale that would be inappropriate in the operational airport setting.

- 3.31 The additional hardstanding would be in the same location as that approved under planning consent 18/00744/FUL, to the north of the terminal building, between it and the control tower. This part of the site is currently scrubby grassland and in the context it is read visually as part of the operational airport. The impact of the additional hardstanding on the character and appearance of the locality would not be harmful.

Landscaping

- 3.32 The Design and Access Statement explains that the air side surfaces will be predominantly concrete for practical reasons and that the existing degraded grass areas in the land side (publicly accessible) environment will be improved and restored to match the other grass lawns in front of the terminal. Hardstanding footpaths will also be provided along the perimeter. In addition, in order that the site continues to comply with security requirements, a grassed bund will need to be provided at the northern end of the site near the existing roundabout. Standard airport security fencing will border the perimeter of the air side bus drop off area but the boundary security fencing to the southern part of the site will remain unchanged.
- 3.33 It is recommended that details of the bund and other hard and soft landscaping details be subject to condition.

Sustainability - BREEAM/Renewable Energy

- 3.34 Policy ENV7 of the JAAP requires all new buildings to meet the BREEAM standard of 'excellent' unless unviable or unfeasible. This policy requirement supersedes that of policy ENV10 of the Core Strategy which requires all new buildings to meet the BREEAM 'very good' standard.
- 3.35 The application is accompanied by a BREAAM pre-assessment report which indicates that the development would achieve a BREEAM score of 'very good' but would not likely be able to secure an 'excellent' rating because a number of credits are unavailable or difficult to achieve including:-
- Early stage credits which have been missed due to the timing of the project;
 - Credits relating to natural ventilation and day lighting as certain parts of the building, due to visual screening requirements for baggage areas, have limited opportunity for securing these credits;
 - Credits relating to cycle parking as the development is not self-contained but forms part of the wider airport operation where there is already sufficient cycle parking;
 - Credits relating to ecology - whilst there is no adverse impact on ecology, there is equally no scope for ecological enhancements as a result of the airfield location;

- Credits relating to decontamination given that the site is not significantly contaminated such that there is therefore no scope for remediation credits; and
 - Credits relating to functional adaptability as the development would not be capable of being used for a purpose other than as part of a terminal building.
- 3.36 A planning condition is recommended to require the development to be built in accordance with the BREEAM pre-assessment report to achieve a 'very good standard' as a minimum. This approach was accepted in the earlier planning approvals for extensions of the terminal building.
- 3.37 Policy ENV7 also requires that rain water harvesting and water recycling systems are used. The airport currently utilises two 60,000 litre underground water reservoirs that hold rain water collected from the terminal roof for use on site. The harvested water is fed through a series of filters in a Stormsaver rain water recovery system and is used specifically for toilet flushing. Given the requirement of policy ENV7 a condition is recommended to require rain water harvesting and water recycling to be used in connection with the extensions unless this is demonstrated to be unviable or unfeasible.
- 3.38 Policy ENV8 of the Core Strategy requires that developments of the scale as is proposed secure at least 10 per cent of their energy from decentralised and renewable or low-carbon sources. The submission incorporates installation of roof mounted photovoltaic panels to achieve the policy requirement of 10 per cent. A condition is recommended to require the installation of the proposed solar PV to ensure this policy requirement is secured.

Transport and Travel Plan

- 3.39 The Transport Statement provides a review of current accessibility of the site by road, rail and other modes, and existing facilities and services in the vicinity of the site and is the same as that submitted in relation to application 17/00996/FUL. Access arrangements will be unaffected by the proposals. The site is well located adjacent to a railway station and is served by a number of bus services.
- 3.40 The 2010 runway extension planning consent allowed for up to 2 million passengers per annum (mppa) and the impact that this increase in passengers and their consequent traffic movements would have on the highway network was considered in the determination of the runway extension application. Subject to a number of planning conditions and clauses in the legal agreement requiring, amongst other things, works to the highway network and targets for public transport usage, the impact of a 2 mppa airport on the highway network was considered acceptable. The proposed development will not increase passenger numbers or flights above the limits already in place. The development proposals will not affect the accessibility of

the site and will not give rise to residual transport impacts. No mitigation on the highway network is therefore required.

- 3.41 The airport is subject to an Airport Surface Access Strategy (ASAS), which was a requirement arising from the runway extension planning consent and forms part of the s106 legal agreement; this continues to set out how the transport needs of the airport will be met. This was updated in September 2014 and its targets, commitments and actions to actively promote and monitor the use of sustainable transport are reviewed annually in partnership with Rochford District Council, Southend-On-Sea Borough Council and Essex County Council and approved by the Airport Transport Forum.
- 3.42 In the supporting planning statement the applicant has set out the current performance of the airport against targets in the ASAS and comments as follows:-
- 3.43 'The latest annual passenger travel survey from 2016 shows that London Southend Airport (LSA) has continued to perform well against the ASAS targets and commitments. Current passenger public transport mode share is 30% - which is ahead of the 20% target for when passenger throughput reaches 1.5 million passengers per year target. LSA's staff single occupancy car trips target of 65% is also exceeded, with 62% of staff travelling by single occupancy car trips.'
- 3.44 The requirement to continually monitor trips within the ASAS is a requirement of the s106 agreement linked to the planning consent to extend the runway. Whilst there is a requirement in policy T3 of the JAAP for Travel Plans for development within the JAAP area, this requirement is already met in this particular instance as the proposed development is part of a wider development already subject to detailed Travel Plan requirements within the ASAS.

Flood Risk and Sustainable Urban Drainage (SUD's)

- 3.45 The site falls within Flood Zone 1 as defined by Planning Practice Guidance and shown on the Environment Agency Flood Risk Map; this designation indicates the lowest risk of flooding.
- 3.46 Policy ENV7 seeks the use of Sustainable Urban Drainage systems. Usually preference is for above ground features such as attenuation ponds; however, at an operational airport site this would not be appropriate. The development constitutes major development and a consultation response from Essex County Council Lead Local Flood Authority is awaited.
- 3.47 Whilst Essex County Council Lead Local Flood Authority raised a holding objection to application 17/00996/FUL, officers advised that the requirement for a detailed surface and foul water drainage strategy could be conditioned and such a condition was imposed on the planning consent for 17/00996/FUL.

- 3.48 The applicant has submitted a detailed drainage strategy as part of the current application. This explains that the drainage to the proposed extensions would tie into the existing airport drainage system and would incorporate additional attenuation to ensure that there would be no material change to rates of surface water run off. The proposed extensions and works would take place predominantly on existing drained hardstanding areas although the additional hardstanding would be to an area not currently hard surfaced.
- 3.49 Until such a time as Essex County Council Lead Local Flood Authority confirms that the drainage details submitted are acceptable a condition cannot be recommended requiring compliance with the submitted drainage details. A planning condition is therefore recommended requiring the submission of drainage details to be submitted and agreed. If Essex County Council confirms in their consultation response that the details submitted are acceptable it will be recommended in an addendum that the wording of the condition be amended to require compliance with the submitted details rather than require the submission of such.

Air Quality

- 3.50 The Air Quality Assessment submitted is the same as that submitted in respect of the earlier proposal 17/00996/FUL and in accordance with the requirement for such in policy DM29. The report concludes that no mitigation is required given that the proposed extensions to the terminal building would not result in additional traffic movements which might give rise to pollution. The airport has consent to operate within the parameters as restricted by the s106 legal agreement that accompanied the planning consent for the runway extension; this limits passenger numbers and restricts flights. The proposed extensions would not alter these existing restrictions. Policy LS2 of the JAAP requires that measures to monitor air quality are proposed by developments within the JAAP area, however, the airport already has an obligation to monitor air quality through the s106 and this obligation would continue to apply.
- 3.51 A greater amount of first floor space is proposed than was considered under 17/00996/FUL which may lead to more employees at the site when first floor uses are provided within the extension. The proposed extensions would not, however, lead directly to a material increase in vehicle movements over that which is already controlled and it is therefore considered that there is no need to impose any further requirement for air quality monitoring.
- 3.52 Planning consent 17/00996/FUL was subject to a condition requiring adherence to a Dust Management Plan which was to be submitted and agreed to avoid exposure of nearby residential properties to dust from construction activities on site. A Construction Dust Management Plan was submitted and agreed in relation to the earlier application 18/00750/FUL and accepted and again a condition is recommended to require compliance with the same plan here.

Archaeology

- 3.53 Planning policy at the national and local level requires consideration of the impacts of proposed development on heritage assets which include underground heritage assets.
- 3.54 A planning condition was imposed on the consent for extensions approved under 17/00996/FUL to require archaeological investigation of the site. This work has now been carried out to the satisfaction of Essex County Council Archaeological Team which has confirmed that no further investigation is required.

4 CONSULTATIONS AND REPRESENTATIONS**Essex County Council: Archaeology**

- 4.1 No mitigation required.

5 EQUALITY AND DIVERSITY IMPLICATIONS

- 5.1 An Equality Impact Assessment has been completed and found there to be no impacts (either positive or negative) on protected groups as defined under the Equality Act 2010.

6 CONCLUSION

- 6.1 In determining this application regard must be had to section 38(6) of the Planning and Compulsory Purchase Act 2004, which requires that proposals be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 6.2 The proposed extensions would increase capacity of the new terminal building in part to ensure new regulations are met and to improve passenger experience. The proposals would accord with the Joint Area Action Plan for London Southend Airport and its Environs which seeks to support development of the airport for operational airport related activity.
- 6.3 The design of the extensions is good and subject to the recommended conditions the proposal would accord with relevant planning policy.
- 6.4 The proposal would not enable aircraft movements (and associated maximum passenger numbers) to exceed those already accepted by virtue of the 2010 runway extension application. The controls necessary in terms of highway, parking and other impacts associated with this level of activity are already subject to a legal agreement and deed of variation, which would remain in place. No amendment to this agreement or deed of variation is sought and there is no need therefore for any further control to be imposed.



Marcus Hotten

Assistant Director, Environmental Services

Relevant Development Plan Policies and Proposals

Policies CP1, ENV1, ENV8, ENV10, T1, T3, T5, ED1 and ED2 of the Rochford District Core Strategy (2011).

Policies E1, LS1, LS2, LS3, TF1, T3, T5, T7 and ENV7 London Southend Airport and Environs – Joint Area Action Plan (2014)

National Planning Policy Framework (NPPF)

Policies DM1, DM30 and DM31 of the Development Management Document (2014).

Allocations Plan (2014)

National Planning Practice Guidance

Background Papers

Equality Impact Assessment

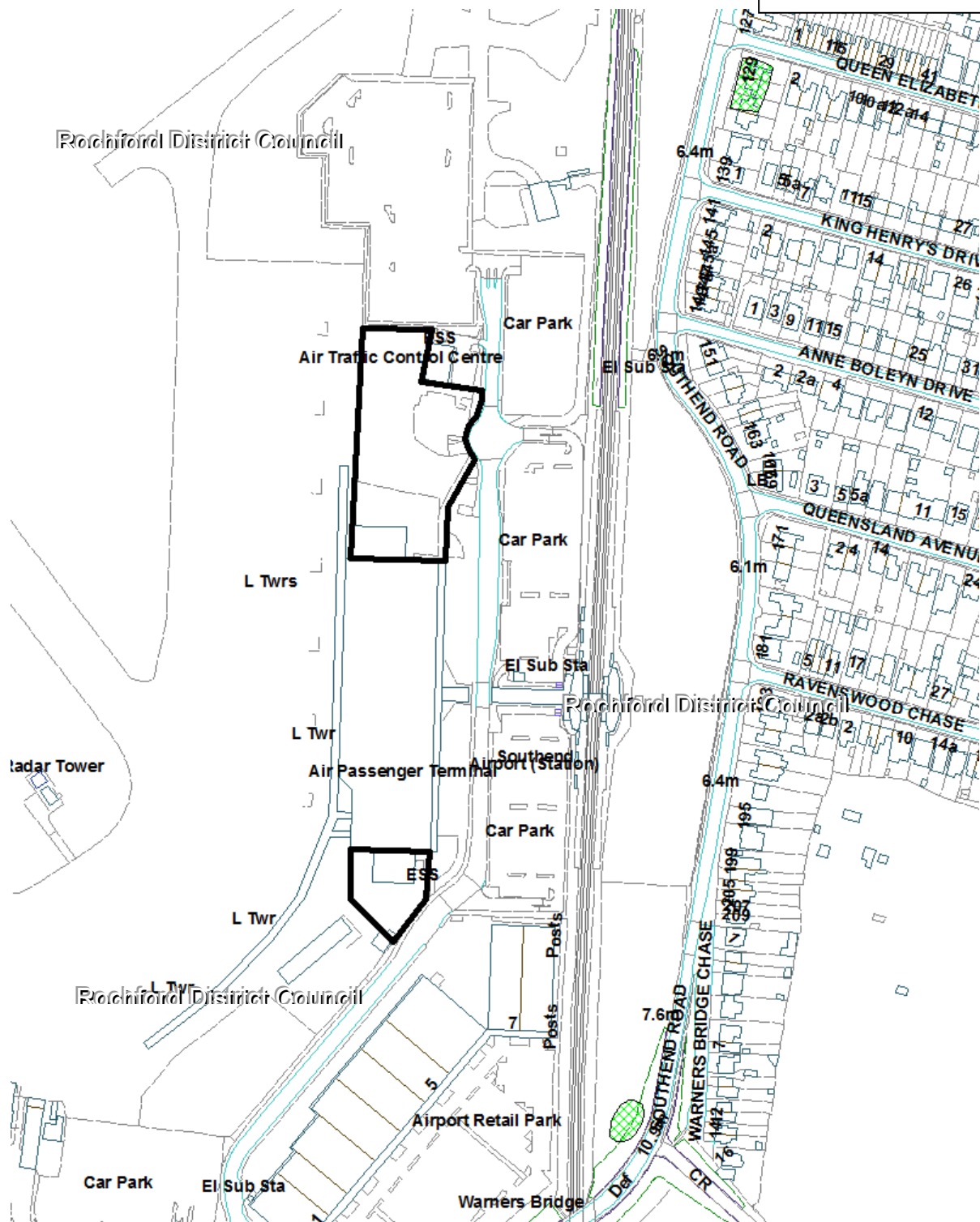
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