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## **ESSEX AND SOUTHEND REPLACEMENT STRUCTURE PLAN REVIEW**

### **1 SUMMARY**

- 1.1 This report updates Members on the arrangements for the Review of the Structure Plan and seeks views on the form and content of the new Plan.

### **2 BACKGROUND**

- 2.1 The approved Essex and Southend Structure Plan was recently adopted. However, the end date of the Plan is 2011 and Regional Guidance for the South East has an end date of 2016. Therefore, notwithstanding the fact that the ink on the last Structure Plan is not yet dry, the County and Southend have commenced work on an update.

- 2.2 Various reports have been commissioned from Consultants on key aspects of future development and these are expected to be published later this year or early in 2002.

- 2.3 The Joint Structure Plan Authorities (JSPA) envisage a very tight timetable for the preparation of the Plan as follows:-

- Draft spatial options - Spring 2002
- Deposit - early 2003
- EIP - end 2003
- Modifications - 2004
- Adoption - end 2004.

The Government is expected to publish a Green Paper on Planning in the autumn and this is likely to propose options for speeding up the plan-making process. The Green Paper may have an impact on this draft timetable.

- 2.4 A meeting of the County District Joint Liaison Panel took place on 13<sup>th</sup> September at which the JSPAs circulated a Draft Project Plan and raised several issues about the form and content of the Plan. A copy of the Project Plan is appended to this report. It should also be noted that the JSPAs are very keen to involve district-planning authorities at all stages in the preparation of the Plan. As well as these joint Member meetings, officers from each district have been meeting with officers from the County and Southend to discuss the various topic reports being prepared by the Consultants.

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3 ISSUES

3.1 The JSPAs envisage the following issues will be central to a review of the Structure Plan:

- Economic growth
- Nature of employment
- Influence of London
- Stanstead
- Thames Gateway
- Haven ports
- New housing distribution
- Notion of environmental capacity
- Function of rural areas
- Green Belt - spatial implications
- Urban renewal versus greenfield development
- Future rail provision
- Missing road links ?
- River Crossing
- Town Centre congestion
- Links with Europe

This list of issues appears to cover the aspects of any review of the Structure Plan. It is considered that the key to putting together a coherent review of the Plan is for the JSPAs to focus on developing a truly spatial strategy for the county.

*Alter or Replace?*

3.2 There are two options open to the JSP Authorities in reviewing the Plan: either to replace the existing Plan or to alter it. Whilst an alteration might be a simpler task, there is no doubt that fundamental issues must be considered for the next Plan and, on that basis, a replacement would seem most appropriate. This would also provide an opportunity to considerably simplify and shorten the Plan with more focus on truly strategic issues.

*Plan Period?*

3.3 The timescale for the next Plan must also be determined. Given that Regional Guidance is available to 2016, this provides a starting point. However, it is essential for the Plan, to be effective, to take a long-term view and, therefore, an end date of at least 2021 would seem most appropriate.

*Should the Plan be locational?*

3.4 The JSPAs are interested to know if there are views from the Districts on whether the Structure Plan should be more 'locational' in the Guidance it provides. For example, should the Plan indicate in broad terms the location for new housing in each District? There is some

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justification for major strategic allocations for housing employment, etc, to include advice on 'location'. However, where proposed allocations are modest, it is considered that location should remain as matter for Local Plans.

*Timetable for the review*

- 3.5 The timetable for the review of the Structure Plan does on the face of it seem to be a trifle ambitious. However, of more serious concern is the fact that the next Structure Plan may very well be published at the same time that the Rochford Local Plan is being scrutinised at public inquiry. This could make for difficulties, particularly with regard to future housing allocations, given that the next Local Plan will have an end date of 2011. It is suggested that the JSPAs need to be made aware of this concern and to consider options to respond to the problem.

#### **4 RECOMMENDATION**

It is proposed that the Committee **RESOLVES**

That, subject to additional comments from Members, the Joint Structure Plan Authorities be informed of this Council's thoughts on the form and contents of the next Essex and Southend Structure Plan. (HPS)

Shaun Scrutton

Head of Planning Services

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#### **Background Papers:**

Essex and Southend-on-Sea Replacement Structure Plan Review Draft  
Project Plan 2001

For further information please contact Shaun Scrutton on:-

Tel:- 01702 318100

E-Mail:- [shaun.scrutton@rochford.gov.uk](mailto:shaun.scrutton@rochford.gov.uk)

**ESSEX AND SOUTHEND ON SEA REPLACEMENT  
STRUCTURE PLAN - REVIEW**

**DRAFT PROJECT PLAN  
JULY 2001**

**D. WATTS, MRTPI, FRICS, FIMgt**  
Director of Technical Services  
Southend on Sea Borough Council  
PO Box 6  
Civic Centre  
Victoria Avenue  
Southend on Sea  
SS2 6ER

**M. BURCHELL, BA, MA, MRTPI**  
Director of Environmental Services  
Essex County Council  
County Hall  
Chelmsford  
CM1 1QH

**ESSEX AND SOUTHBEND ON SEA  
REPLACEMENT STRUCTURE PLAN REVIEW**

**DRAFT PROJECT PLAN**

1. Introduction
2. The need for a review
3. Main review issues
4. Sustainability appraisal
5. Consultation and participation
6. Programme and timescale
7. Resources

Background documents

Annex: Structure Plan Preparation Process

1. INTRODUCTION

**Purpose of the Project Plan**

- 1.1 This draft Project Plan has been prepared as a basis for consultation with the key stakeholders who have an interest in the Structure Plan. It examines the need to review the adopted Replacement Structure Plan, considers the main issues to be addressed, and some of the procedural requirements. It also discusses the review's proposed form and duration, public consultation arrangements, and sets out a proposed indicative timetable. Consideration is also given to the resources required to meet that timetable, and key elements of the project management approach that will be used.
- 1.2 When finalised, following consultation with key stakeholders, it is intended that the Project Plan will be formally adopted by the Joint Structure Plan Authorities (JSPAs).

**Role of the Structure Plan**

- 1.3 The Structure Plan is a statutory document and of key importance to the future strategic land-use and transportation planning of the Essex and Southend area. It provides:
- a sustainable planning strategy for improving the economic and social health, physical development and environmental protection of Essex and Southend, looking some 10-15 years ahead to guide the preparation of local plans, local transport plans, and decisions on major planning applications;
  - a context for a wide range of decisions by agencies, businesses and individuals concerning new development, economic investment, and environmental action;
  - a way of ensuring that the local management of land-use, transportation and resources respects national and regional policy, and there is consistency between local plans for neighbouring areas; and,
  - decisions on where new development of major strategic importance should be located;
- 1.4 The Structure Plan consists of a written statement of strategic planning policies supported by a key diagram that illustrates diagrammatically how the plan's policies apply within particular parts of the plan area. Its policies address key strategic matters; setting out a Core Strategy for sustainable

development and regeneration, the scale of development provision to be made in each district and where appropriate its broad location, the broad areas of development restraint, and a supporting transport strategy.

**The Joint Structure Plan Authorities ('Plan Area')**

- 1.5 Essex County Council and Southend on Sea Borough Council are jointly responsible for the preparation, monitoring and review of a Structure Plan covering their combined administrative areas (the "Plan area"). Both local authorities have agreed to jointly progress the Review to adoption. In the remainder of this project brief, reference is made throughout to the Joint Structure Plan Authorities (JSPAs).
- 1.6 A Joint Advisory Panel of elected members drawn from both local authorities has been established, amongst other things, to steer the Structure Plan process in detail. This Joint Advisory Panel will make recommendations back to the respective parent authorities, to enable both Councils to take the executive decisions on how to take the review process forward.
- 1.7 The Plan area includes within it twelve district and borough councils who, together with Southend on Sea Borough Council, are responsible for preparing district-wide local plans.
- 1.8 The 'development plan' for the Plan area comprises the existing Replacement Structure Plan (adopted in April 2001), related district local plans in the Plan area, the Essex and Southend Waste Local Plan, and the Essex Minerals Local Plan. Southend on Sea Borough Council has the option of including minerals policies in the district wide local plan.

**The Project Management Approach**

- 1.9 PPG12 'Development Plans' states that the principles of project management should be applied to the preparation of structure plans. Therefore, structure plan authorities should improve the management of their plan preparation process by:
  - Considering how long the plan will take to reach adoption and the staffing resources and budgets that are needed at various stages within the process. This should be done as soon as a decision is taken to prepare a plan, its alteration, or replacement;
  - Publicly adopting a timetable leading to the adoption of the plan at the start of the plan preparation process. Such a timetable may need to be indicative until the scale of objections to plan proposals are known;

- Using principles of good project management to enable monitoring and review of progress towards adoption against the publicly adopted timetable.
- 1.10 PPG12 states that local authorities should set out a timetable for key stages in plan preparation and be publicly accountable for any variation from it. This timetable should be prepared in discussion with the Government Office for the East of England (GO-East) and should be adopted jointly by the JSPAs through a formal resolution by each respective Council.
- 1.11 Setting targets, and the measurement of performance against those targets, will need to be consistent with the Best Value framework. The process of preparation, alteration and replacement of development plans will be subject to fundamental performance reviews, with new targets set for economy, efficiency and effectiveness in local performance plans. Local authorities will be expected to justify the way in which they choose to carry out their development plan responsibilities.
- 1.12 The Best Value Indicators for Planning include a checklist of best practice to be achieved by development plans. Structure plans should be kept up-to-date and relevant by means of a cycle of regular review at least every five years, and if a review has not been adopted within the last five years, there should be a publicly adopted timetable for the adoption of alterations or a replacement plan.



2. THE NEED FOR A REVIEW

(i) Ensuring Long-Term Strategic Planning Guidance

- 2.1 Local planning authorities are legally required to keep all matters under review that are expected to affect the development of their area, or the planning of its development. Although there are no hard and fast rules on how often a plan should be reviewed, which will depend on local circumstances, the government expects that plans should be reviewed in full at least once every five years (see para. 2.23, PPG12; para 1.12 of this report above; and the Best Value framework).
- 2.2 PPG12 states that structure plans should provide a strategic framework for development for a period of at least 15 years from the base date of the plan. The existing adopted Replacement Structure Plan has a base date of April 1996 and extends up to 2011. There are therefore already only 10 years of the plan-period remaining, and so the Plan will shortly no longer provide the necessary long term strategic planning guidance needed for the Plan area. To comply with PPG12, the Plan will need to be rolled-forward to cover the longer term period beyond 2011.
- 2.3 A key purpose of the review will, therefore, be to **roll-forward the plan-period** so that it continues to provide the necessary long-term strategic planning guidance for the Plan area.

(ii) Responding to New Regional Planning Guidance (RPG)

- 2.4 Regional Planning Guidance for the South East Region (RPG9) covering the Plan area was published by the government in March 2001. RPG9 has an end-date of 2016 in relation to its spatial planning strategy, development provision, and transport strategy. An equivalent RPG6 for the three counties and one unitary authority within East Anglia, was published in its final form by the Government in November 2000, and has a similar time horizon to 2016.
- 2.5 Both RPG6 and RPG9 make reference to the need for a study of the London-Stansted-Cambridge sub-region to investigate possible options for its long-term development. The primary purpose of the sub-regional study is to inform the preparation of new RPG for the East of England and the Spatial Development Strategy for Greater London. The sub-regional study is likely to report in March 2002. The new RPG for the East of England (to be called RPG14) will determine the future long-term planning strategy for the sub-region.
- 2.6 Local authorities and other strategic partners, are also currently preparing new strategic guidance for the extended Thames Gateway area covering

South Essex and Southend. This will cover long-term land-use development, transportation and infrastructure investment, environmental and other measures within the area. It is likely to be published during Spring 2002 and will inform the preparation of the new RPG for the East of England and reviews of development plans within the area.

- 2.7 The new regional planning body for the East of England (the East of England Local Government Conference - EELGC) is unlikely to bring forward a draft RPG14 for its region until about 2003/2004, with a time horizon for the period beyond 2016 - currently unspecified but could extend to 2025. This will probably be too late to fully inform an early review of the Structure Plan. Draft RPG14 will have to be subject to a public examination, proposed changes, and public consultation before the government approves it. Nevertheless, it might be possible depending on the circumstances at the time, to incorporate key elements of the newly emerging RPG during later stages of the Structure Plan review process.
- 2.8 The EELGC will, however, prepare a Transitional Regional Transport Strategy (TRTS) for the new region by Autumn 2001 for submission to GO-East for approval. An early review of the Structure Plan would need to reflect the transport guidance included in the approved TRTS.
- 2.9 Therefore, a key purpose of the review will be to update the strategic development content of the Structure Plan so that it **reflects regional planning guidance**.

**(III) Operating a 'Plan, Monitor and Manage Approach'**

- 2.10 PPG3 'Housing' and PPG12' Development Plans' both expect structure plans to operate a 'plan, monitor and manage approach' (PMM) to future housing provision. The '*plan*' element involves the structure plan setting out an overall scale and distribution of housing provision over the entire plan-period ahead. This provision is then '*monitored*' continuously over time both in relation to emerging housing requirements and the means of providing for new housing. If monitoring indicates that adjustments are needed to the planned provision of new housing, then this is '*managed*' both by controlling the future release of sites and by a formal review of the development plan.
- 2.11 However, the PMM approach must also be applied to employment and transport provision as well, since they are strongly linked with new housing provision in the achievement of a sustainable pattern of development. Therefore, a key purpose of the review will be to introduce a '**plan, monitor, and manage approach**' towards future development provision within the Plan area.

(iv) EIP Panel Recommendations

- 2.12 During its preparation the Replacement Structure Plan was subject to an Examination in Public (EIP) before an independent panel appointed by the government. The EIP Panel Report (December 1999) recommended that various changes should be made to the Plan to improve its policy content. Some of these changes were included within proposed modifications, which were subsequently incorporated within the final adopted Plan.
- 2.13 However, some of the Panel's recommendations covered matters which were so fundamental and wide ranging, that they could not be adequately dealt with through the proposed modifications process. Therefore, the JSPAs concluded that they should be held over and considered instead during the next review of the Plan. These matters are identified later in this Project Plan.
- 2.14 Therefore, a key purpose of the Review will be to **deal with unresolved policy matters** arising from the EIP Panel Report which were held over from the adopted Plan.

(v) Related Transport Studies

- 2.15 There are a number of major transport studies in progress that could have fundamental implications for future land-use and transport planning within the Plan area. These studies are being progressed by the Department of Transport, Local Government, and the Regions (DTLR).
- 2.16 They include the three DTLR multi-modal studies comprising the London Orbital Study ("Orbit Study"), London to South Midlands Study, and London to Ipswich Study. These studies are likely to recommend transport improvements and measures across all types of travel mode within their respective study areas in relation to meeting long-term transport requirements up to the year 2031. The three studies are likely to report during late-2001 and during 2002.
- 2.17 DTLR have also commissioned a major programme of comprehensive airports studies. The South East and East of England Regional Air Service Study (SERAS Study) is currently in progress. Its purpose is to provide a comprehensive investigation of the options for the sustainable development of airports and air services in the South East and East of England over the next 30 years. SERAS is likely to report to the government in Summer 2001, and will include policy recommendations concerning the future development of London Stansted Airport, London Southend Airport, and smaller airfields within the Plan area. There may be widespread public consultation during early 2002 on the various options identified.

- 2.18 The SERAS study will feed into the preparation of a UK Airports Policy White Paper which could be published in Summer 2002. This will set out Government policy, amongst other things, for the long-term development of specific airports within the UK.
- 2.19 All of the above transport studies are likely to come to a conclusion during 2002, and will produce recommendations relevant to the spatial planning of the Plan area. In addition, further studies are involved, such as that on improved transport links in the Thames Gateway, including movement issues between London and Southend, required by RPG9. Therefore, a key purpose of the Review will be to consider the policy implications of major DTLT transport studies within the Plan area.

**(v) Responding to Contextual Change**

- 2.20 National planning policy is constantly being updated in response to changing circumstances. It is issued in the form of White Papers, Planning Policy Guidance notes (PPG's), Departmental Circulars, and Ministerial statements. In addition, best practice guidance is issued by a variety of public bodies in relation to specific policy issues and development plan processes.
- 2.21 Demographic, social and economic change will continue to take place within the Plan area. This will profoundly influence the local community's need for new development, transport facilities, and community infrastructure. Priorities for new investment, economic regeneration, and development restraint will alter over time. The Regional Development Agency (EEDA) regularly refreshes and updates its regional economic development strategy for the East of England, as do other regional and strategic partners for their various responsibilities.
- 2.22 Progress is being made on developing spatial planning frameworks for Europe within the context of the European Spatial Development Perspective (ESDP), including an emerging Vision for North-West Europe. Linkages with mainland Europe and adjoining areas will develop further. The introduction of Community Plans will require the mobilisation of action amongst a wide range of agencies, bodies and individuals in both the public and private sectors. Partnership arrangements, priorities, and resource availability are constantly evolving and changing. It is important that the Structure Plan is kept up-to-date, well focused, and relevant to these contextual matters within the Plan area.
- 2.23 Therefore, a key purpose of the review will be to respond to major contextual changes that have taken place since the adoption of the existing Replacement Structure Plan.

**Review Objective 1**

To update the adopted Replacement Structure Plan to:

- roll-forward the plan-period
- reflect regional planning guidance
- implement a 'plan, monitor and manage approach'
- deal with unresolved policy matters
- consider the policy implications of key transport studies
- respond to major contextual change

- 2.24 Recent criticism of development plans generally, and structure plans specifically, concerns their over-elaboration, degree of detail rather than strategic content, and the length of time taken to prepare them. New approaches to spatial planning emerging in Europe suggest ways in which the preparation and presentation of spatial planning strategy at the strategic level could be improved. This includes more guidance on broad objectives and policy directions and on identifying cross-cutting themes linking across individual subject or topic areas.
- 2.25 In particular, the Structure Plan could be improved to give much clearer and more definite spatial guidance on 'broad strategic locations for growth', 'transport development areas', 'strategic employment sites', and other areas of major structural change. The latter will include areas of major regeneration activity.
- 2.26 The review process offers a positive opportunity to make the Replacement Structure Plan slimmer and much more focused on genuinely strategic issues in line with current government advice. This would in turn also provide a more appropriate strategic framework for the review of local plans, infrastructure planning which requires long-term lead-in times, community planning initiatives, and also future monitoring and review of the Plan itself.

**Review Objective 2**

To provide a Plan which is much more focused at the strategic level in relation to:

- strategic objectives and broad policy directions across cross-cutting themes
- spatial planning strategy
- genuinely strategic-level policies for the Plan area
- location-specific guidance for areas of major structural change

**3. MAIN REVIEW ISSUES**

**(i) Format of the Review**

3.1 The format of the review is prescribed by the statutory Development Plan Regulations and PPG12 advice (see para. 2.24). There is only a limited choice between preparing,

- a new Replacement Structure Plan where all or the majority of existing policies are replaced by new strategic policies; or,
- an Alteration where only key parts of the existing Plan are changed or rolled-forward.

3.2 The review process does not itself determine the format of the review, whether a new Replacement Plan or an Alteration. This can only be determined after taking into account the relevant factors discussed above, and the results of any background technical work carried out as part of the review process. If the review indicates that the existing Plan is substantially out-of-date and the scale of alterations therefore needed is fundamental, a new Replacement Plan will be justified. Conversely, an Alteration is more likely to be appropriate where the majority of the existing Plan is still robust, but where :-

- a partial rolling-forward of the Plan is needed
- where forecasts and assumptions have changed; or,
- where additional policies are needed to deal with previously unforeseen issues

3.3 The JSPAs do not intend to decide on the format of the review at the present time. This will be decided once they have considered the outcome of technical studies commissioned to support the review process (reporting in October 2001), the implications of adopting the 'plan, monitor and manage approach', the policy implications of DTLR transport and other key transport studies, and any other major contextual changes.

**(ii) Plan-Period**

3.4 The base date of the review should be the 1st April 2001. This would remove historic development that has already been completed from the plan-period and over which the Structure Plan has no control. It would also enable the review to be founded on the statistical base of the Census of Population 2001 results, which are both reliable and comprehensive in their data coverage. Provisional results from the Census should be available later in 2001-2002.

- 3.5 Current regional planning guidance for the South-East (RPG9) suggests that the end date of the review should be March 2016. PPG12 states (para 6.7) that in some cases it will be sensible to adopt an end date to coincide with the end of the period for which housing provision has been considered in RPG. There is no RPG available for the period beyond this date. There would be some uncertainty at present in planning much beyond 2016, since this depends upon the final version of RPG14 for the new East of England Region. This could take at least 4-5 years to complete.
- 3.6 Nevertheless, it may be necessary for the review to provide strategic guidance for a longer time horizon well beyond 2016. This could be in relation to,
- Metropolitan Green Belt boundaries and provision to meet long term development needs in Green Belt areas beyond the end of the plan period (i.e., 2016), as required by guidance in PPG2 'Green Belts'.
  - the policy implications of airport development at London Stansted Airport (depending on the outcome of SERAS and Airports Policy White Paper).
  - the outcome of multi-modal studies being progressed by DTLR and as required by RPG9 which take a long-term view of transport arrangements
  - action within major areas of economic regeneration (e.g., Thames Gateway) where the programming of development, land-use change, environmental improvements, and associated infrastructure provision could extend over 20 years or so ahead.
- 3.7 The JSPAs do not intend to decide on the end-date of the plan-period for the review at the present time. This will be decided once they have considered the outcome of technical studies commissioned to support the review process (reporting in October 2001), sub-regional planning work being undertaken for Thames Gateway and the London-Stansted-Cambridge sub-region, and the policy implications of DTLR transport studies. In respect of the strategic development provisions specified in the review, however, it is unlikely that the plan period can be extended beyond 2016.

**(iii) Matters Subject to Review**

- 3.8 The JSPAs have prepared a provisional list of the matters that might be included in the review. This list will be revised and updated as the

technical work progresses. There is no commitment at this stage to alter existing policies relating to these matters, merely to signal that they could be updated or reviewed in relation to their **robustness, effectiveness, and continuing relevance**. The provisional list is set out in Table 1 below.

**Table 1 Provisional review issues**

<b>Chapter</b>	<b>Review Issues</b>
Vision, aims and core strategy	Updating issues arising from Regional Planning Guidance, national and sub-regional studies.
Countryside	Green Belt (Panel recommendation)
Natural resources	Landscape Character, Nature Conservation/Biodiversity, Water Resources, Climate Change (technical studies)
Coastal conservation	-
Heritage conservation	Historic Environment (technical study)
Built environment	Issues arising from Urban White Paper
Housing provision	Scale and distribution of housing provision to 2016 Issues arising from Demography, Housing and Urban Capacity technical studies
Business, industry and warehousing	Scale and distribution of employment land provision to 2016 Issues arising from Economy technical study Issues arising from South East and East of England Regional Air Service Study (SERAS) in relation to Stansted Airport and Southend Airport
Town centres and retailing	Town centres hierarchy (Panel recommendation) Scale and distribution of town centre (esp. retail) development to 2016 (Town Centres and Retail Potential technical study)
Leisure, recreation and tourism	Tourism (technical study)
Rural economy	Issues arising from Rural White Paper
Energy generation	Renewable Energy (technical study)
Transport	Issues arising from PPG13 Issues arising from multi-modal studies and Transitional Regional Transport Strategy
Mineral extraction	Any change to Government policy (e.g. MPG6)
Waste management	Any change to Government policy (e.g. PPG10 and Waste Strategy 2000).



**Review Objective 3**

To review selected policy matters so that the Structure Plan continues to provide robust, effective, and relevant strategic planning guidance for the Plan area.

**4. Sustainability appraisal**

4.1 Government policy is committed to sustainable development based upon four key objectives,

- maintaining high and stable levels of economic growth and employment;
- social progress which meets the needs of everyone;
- effective protection of the environment; and,
- prudent use of natural resources.

4.2 The statutory Development Plan Regulations require local authorities to have regard to environmental, social, and economic considerations when preparing Structure Plans. Policies in development plans should implement the land-use planning aspects of sustainable development that are capable of being addressed through the land-use planning system. Therefore, local authorities are expected to carry out a full environmental appraisal of their Structure Plans to ensure that their strategy, strategic policies, and proposals are consistent with sustainable development (para. 4.16, PPG12).

4.3 Current good practice is to widen the scope of environmental appraisal to consider social and economic impacts as well as environmental ones in a 'sustainability appraisal', bearing in mind national and international objectives for sustainable development. This approach is already required for the preparation of new Regional Planning Guidance and for the Mayor of London's Spatial Development Strategy.

4.4 The appraisal seeks to clearly identify, quantify (where appropriate), weigh up, and report upon the likely impacts of all policies/proposals. If undertaken in an iterative way during key stages of plan preparation, it provides a valuable means of improving the Plan's delivery of sustainable development within the Plan area.

4.5 Its scope will depend in turn on the scope of the review (see para. 3.2 above), but in order to be fully effective it must be fully integrated into each

key stage of the review process, including the consideration of any Predeposit consultation (including spatial development options) and the Deposit proposals. It will also focus on policies/proposals that may result in significant adverse impacts, and recommend ways in which impacts could be mitigated.

**Review Objective 4**

To integrate sustainability appraisal into each key stage of the review process so that the Plan's delivery of sustainable development within the Plan area is improved, and so that any potential significant adverse impacts are properly considered and mitigated.

**5. Consultation and participation**

**(i) Links with Essex Local Authorities**

- 5.1 Member representatives from the Association of Essex Authorities and the immediately adjoining district councils to Southend, attend the Joint Advisory Panel meetings as observers. In addition, there will be a separate Joint County/District Strategic Liaison Panel for Essex, also attended by a Member representative of Southend Borough Council as an observer. This will provide for discussion between elected member representatives of Essex County Council, Southend on Sea Borough Council and the twelve district planning authorities within the plan area, at key stages during the review process.

**(ii) Involvement of Key Stakeholders**

- 5.2 Consultation with, and the participation of, key stakeholders is a key element of development plan preparation. A wide range of representative bodies and organisations have a strong interest in the Structure Plan, whether from a subject or area-based perspective. Accordingly, there must be close liaison between the JSPAs and key stakeholders during key stages of the review process, particularly Essex districts and boroughs. The means of key stakeholder involvement will vary but will include written consultations, meetings, and seminars.

**(iii) Participation by the General Public**

- 5.3 Ensuring ownership of the Plan by a wide range of individuals and organisations is important both for the smooth and timely review of the Plan, and for its successful implementation. Representative bodies such as the House Builders Federation (HBF) and Council for the Preservation

of Rural Essex are usually well able to take part in the consultative process. However, engaging the general public is one of the most difficult aspects of plan preparation to achieve, particularly at the strategic level.

- 5.4 In the preparation of the adopted Replacement Structure Plan, consultation with the general public was mainly limited to the placing of advertisements, leaflets and other documents in libraries and council offices at the key pre-deposit and deposit stages. However, consideration will be given to the use of more imaginative and different channels of communication during the review process.
- 5.5 Questionnaire surveys, videos, CD-ROMS, and exhibitions can be used for public consultation, while there are a number of well-developed techniques available for encouraging fuller public participation, including focus groups, citizens' juries and visioning conferences. There is also increasing scope to use the internet for these purposes, for example, the use of interactive web-based consultation facilities or the development of scenario testing using HTML overlay techniques, accessible by predefined audiences.
- 5.6 Government advice is that local planning authorities need not prepare a full draft of the development plan before the deposit stage, although they must consult certain statutory bodies before they finally determine the content of their plan proposals. The JSPAs intend to undertake Predeposit consultation on draft spatial development options in place of a pre-deposit draft plan, and efforts to encourage public participation will be particularly focused on this stage (see programme below), using appropriate techniques.

**Review Objective 5**

To review the Plan in consultation with key stakeholders and the general public.

**6. Programme and timescale**

- 6.1 A number of background technical studies have already started as part of the JSPAs' regular survey and monitoring process. These are scheduled to conclude in the autumn of 2001 and will inform the preparation of draft spatial development options in 2002. At the same time the JSPAs intend to publish the first Replacement Structure Plan Annual Monitoring Report in January 2002.
- 6.2 Once full Predeposit consultation on the draft spatial development options has been carried out, the Review programme will follow the statutory

stages of Deposit of proposals, Examination in Public (EIP), report of the EIP Panel, deposit of Statement of Decisions and Proposed Modifications (if any), before eventual Adoption of the proposals by the JSPAs. These statutory stages are prescribed in the Development Plan Regulations and are mandatory. There is no flexibility to alter the process, although the JSPAs will have some control over the timing of various stages.

- 6.3 An indicative timetable for this programme is set out in the table below, and the resources available for achieving it in the next section. However, the timetable may be influenced by external factors not under the JSPAs' control, particularly the publication of key strategic studies, and may be subject to subsequent review. A further consideration is the timing and progress of the current round of Local Plan Reviews being undertaken by Borough and District Councils in conformity with the Adopted Replacement Structure Plan. The nature and scale of objections received at deposit stage is also a key factor in influencing the time needed to prepare for the Examination in Public and for the EIP Panel to make its subsequent report to the JSPAs.

Stage	To be completed by
Technical studies	4 <sup>th</sup> quarter 2001
Predeposit consultation (Draft spatial development options)	2 <sup>nd</sup> quarter 2002
Deposit of proposals	1 <sup>st</sup> quarter 2003
Examination in Public	4 <sup>th</sup> quarter 2003
Proposed modifications	2 <sup>nd</sup> quarter 2004
Adoption of proposals by JSPAs	4 <sup>th</sup> quarter 2004

**Review Objective 6**

To carry out the review in accordance with the programme above, subject to regular monitoring and assessment using the principles of good project management.

1. Resources

1.1 The resources required to prepare a review of the Plan have been estimated for each stage of plan preparation and by the financial year in which they are likely to fall due. The estimate is based on known and budgeted data for the technical studies and on the costs incurred for equivalent stages of the recently adopted plan. The current estimate of required resources is as follows:

£ 000s)	2000/1	2001/2	2002/3	2003/4	2004/5	Total
Technical Studies/Consultancy	55	295	100	0	0	450
Sustainability Appraisal	0	10	10	0	0	20
Predeposit Consultation	0	20	50	0	0	70
Deposit of Proposals	0	0	55	35	0	90
Examination in Public	0	0	5	100	0	105
Proposed Modifications	0	0	0	35	30	65
Adoption of Proposals	0	0	0	0	70	70
Total	55	325	220	170	100	870

1.2 The resources identified in the table reflect the direct additional costs for preparing the review. They do not include the ongoing staff and associated costs of the JSPAs. Apart from the currently ongoing technical studies, the resources are required to fund the administrative and legal requirements set out in the Development Plan Regulations. These requirements generally cover the cost of advertising the proposals at each stage of the process, printing and publishing the Plan documents and financing the costs of the Examination in Public. The costs will be apportioned between the JSPAs, as previously agreed, on the basis of population – currently 88% Essex County Council and 12% Southend on Sea Borough Council.

1.3 The estimate of required resources will be closely monitored and kept under review. The actual resources required will depend on the format and scope of the review of the Plan to be undertaken (see paragraph 3.3. above). In addition there could be a need for extra resources to fund:

- additional technical investigations, to update and maintain the relevance of the current studies throughout the Plan preparation process;
- development of a consultation process, to ensure involvement and ownership of the Plan by a wide range of individuals and local organisations;

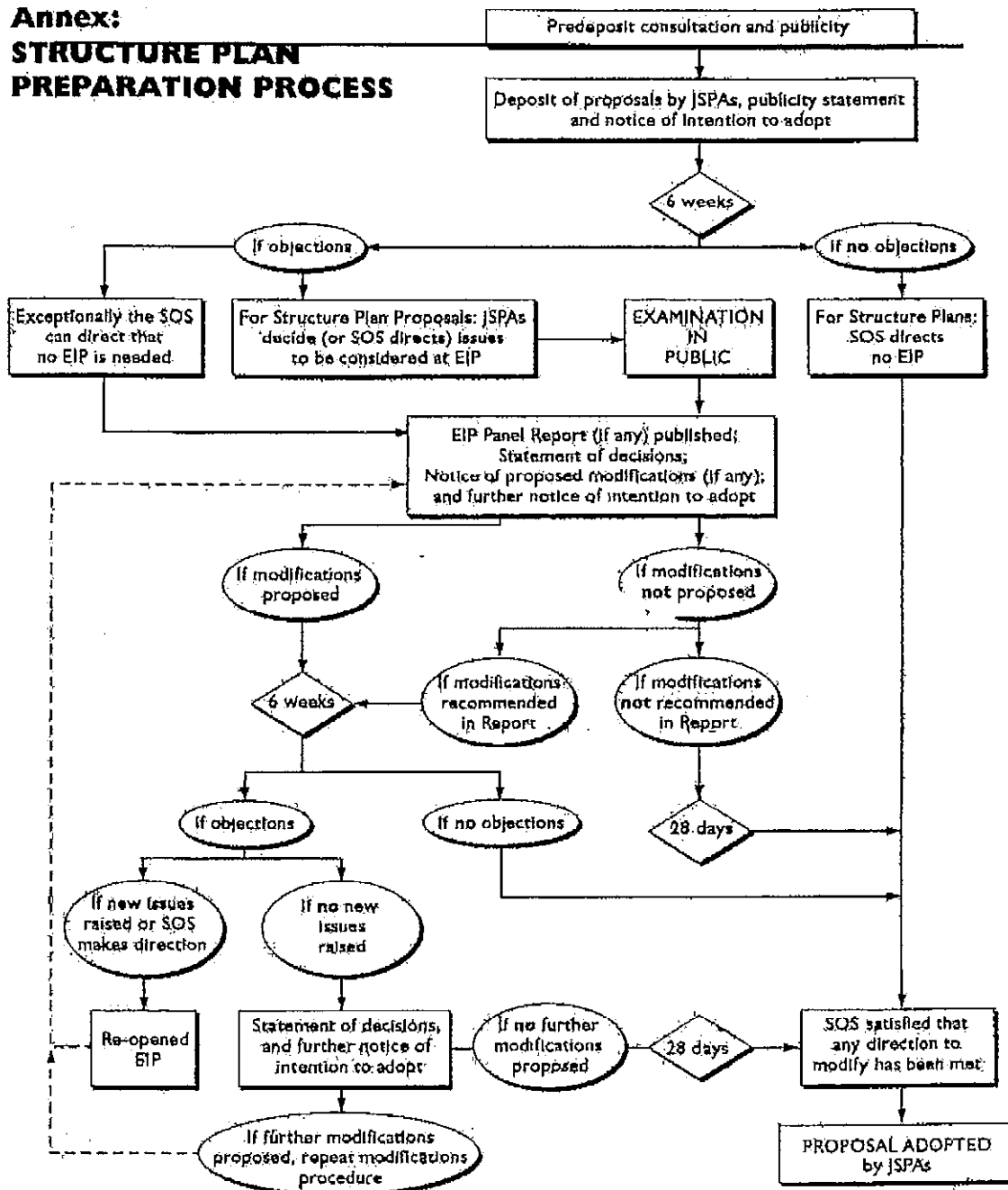
**Review Objective 7**

To use resources in the most economic, efficient and effective way in accordance with the principles of Best Value to complete the review.

**Background documents**

Town and Country Planning Act 1990.  
Town and Country Planning (Development Plan) Regulations 1999.  
Essex and Southend on Sea Replacement Structure Plan. Adopted April 2001.  
PPG3 Housing. DETR, 2000.  
PPG11 Regional Planning. DETR, 2000.  
PPG12 Development Plans. DETR, 1999.  
RPG9 Regional Planning Guidance for the South East. DETR, 2001.  
Modernising planning. Policy statement by the Minister for the Regions, Regeneration and Planning. DETR, 1998.  
Department's good practice guide to sustainability appraisal of regional planning guidance. DETR, 2000.  
Best Value Performance Indicators for 2001/2002. DETR, 2000.  
Examination of the operation and effectiveness of the structure planning process. DETR, 1999.  
European Spatial Development Perspective, Member States of the European Union, 1998.

**Annex:**  
**STRUCTURE PLAN  
PREPARATION PROCESS**



**NOTES**

1. Modifications may be initiated by the JSPAs or directed by the Secretary of State
2. ◇ symbol signifies periods for public consultation
3. SOS is the Secretary of State for Transport, Local Government, and the Regions
4. JSPAs are the Joint Structure Plan Authorities of Essex County Council and Southend-on-Sea Borough Council

**SOURCES**

- a. Planning Policy Guidance Note 12: Development Plans, December 1999.
- b. Planning Policy Guidance Note 12: Development Plans and Regional Guidance, February 1992.
- c. The Town and Country Planning (Development Plan) (England) Regulations 1999.