

CHAPTER 9

Transport and Parking

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CHAPTER 9

Transport and Parking

Introduction

- 9.1 This chapter sets out the Borough Council's priorities and policies for all transportation issues in the Borough. These have been assessed within the context of increasing public concern with the environmental consequences of unrestrained traffic growth. To date, the transport strategy in relation to Southend has been geared to freedom of movement for all forms of transport, both public and private. It has, in consequence, looked towards the future provision of a road network accommodating increasingly high levels of car ownership and travel by private car. Recently, growing awareness of the problems of congestion on the existing highway network, the high costs of road improvement, changes in environmental perception and daunting traffic growth forecasts have raised doubts as to the future acceptability and practicality of such an approach. Apart from increasing air pollution problems and reducing road safety, it has implications for residential side roads which are increasingly used by through traffic to avoid congestion on the main road network. These side roads are also under stress from increased levels of kerbside parking. In national terms, traffic on the roads has increased between 1980 and 1988 by 35% on average, with a forecast increase in total traffic of between 83% and 142% by the year 2025. Set against these considerations there is a need to maintain accessibility and parking provision in the town centre, if it is to continue to prosper as a business and shopping centre.

Objectives

(see Introduction, Aim 5)

- 9.2
1. To seek to achieve improvements to the strategic highway network in order to enhance the accessibility of Southend.
 2. To introduce traffic management and traffic regulation measures to secure improvements in traffic flow, safety and environmental conditions on the principal highway routes.
 3. To introduce environmental and traffic management measures into residential side roads to improve their environment and discourage vehicle penetration by through traffic and commuter parking.
 4. To introduce traffic management and parking provisions which enhance the accessibility, attractiveness and viability of Southend Town Centre and improve the environment of adjoining residential areas.
 5. To ensure the provision of appropriate off-street car parking and servicing facilities in all development schemes.
 6. To seek to introduce a programme of measures to improve facilities for cyclists within the Borough and the provision of safe cycle and footpath facilities within major new development schemes.

Priorities

- 9.3 Against this background, the County Council - the principal Highway Authority -

commissioned consultants to undertake the South East Essex Traffic Study, examining a range of options for future travel networks, including possible innovative public transport systems comprising busways and light railways to supplement the highway network. Part of the strategy adopted by the County Council in the light of this study involves a new outer bypass to Rayleigh, Rochford and Southend from the A127 west of the A130, to link up with Sutton Road north of the Borough boundary, and junction improvements on the A127 within the Borough. The County Council has also indicated that the outer bypass will require a new link to Eastern Avenue at its southern end and has requested that an appropriate highway corridor (minimum 25 metres wide) be reserved in this area. Proposals P5e (page 97) and P9m (page 160) will need to have regard to this requirement. There are also other possible national projects which may have significant local implications. In addition to those proposals contained in the Government White Paper "Roads to Prosperity", it is understood that the Department of Transport is examining the possibility of a third Thames crossing east of the Dartford Tunnel. This could not only form part of an outer orbital motorway for London, but could also provide a link in a possible trunk route between the Channel Tunnel and the Midlands and North, with considerable impact on South-East Essex.

Kent Elms Junction on the A127. The Borough Plan and South-East Essex Traffic Study identify the need for junction improvements on this main road access to Southend.

- 9.4 The County Council is the principal Highway Authority for all roads in Essex except trunk roads (for example, the A127 Southend Arterial Road outside the Borough) where it has an agency agreement to act on behalf of the Department of Transport. For highway matters within Southend the Borough Council has comprehensive agency powers to act on behalf of the County Council, in accordance with a quasi-contractual arrangement. The Borough Council anticipates that it will continue to be directly involved in a wide range of issues when considering transport planning matters and detailed proposals in Southend. In this context it is especially aware of the need to design all new road improvement schemes with full regard to the environmental impact of proposals on adjoining land owners and occupiers.

- 9.5 The transportation strategy for South-East Essex adopted by the County Council in 1991 is based upon a functional hierarchy of roads to cater for a range of journey types and the increased use of public transport, together with 'environmental cells'. The implementation of a major new east/west link between the A127 west of Rayleigh and the A1159 in Southend, as proposed, would relieve the existing principal traffic arteries in the town of some through movements and would facilitate the consideration of consequential traffic management measures on the remainder of the network. This objective is, however, unlikely to be realised during the Plan period and it is the Borough Council's view that interim measures are needed in the short term to address the existing problems of congestion, delay and environmental impact. Proposals to resolve these problems and to improve off-street parking facilities, bus and rail services in the town should be brought forward for implementation at an early date. Whilst the validity of the long-term strategy is acknowledged, until such time that a new outer bypass route has been implemented, elements of the present road hierarchy (see Map 4 on page 140) will need to be safeguarded and improved, and optimum use of the network will need to be made by all forms of transport. Accordingly, opportunities for improvements to the A127, A13, A1159, B1013 and their associated connections have been identified in this Plan. The revised road hierarchy for the sub-region as proposed by the County Council is depicted in Map 5.
- 9.6 Priority will also need to be given to reducing the impact of through traffic and parked cars on the environment of many residential side streets, by investigating the potential for 'traffic calming' measures. This should, in turn, contribute to an increase in road safety. There is a need to reduce the levels of road traffic accidents in Southend in response to the target set by Government to reduce road casualties by one third of 1987 levels by the year 2000. Both the County Council and the Borough Council have produced Road Safety Plans which set out strategies for achieving accident reductions.
- 9.7 In the light of these considerations it is important to ensure that all development proposals have regard to road safety and the capacity of the highway network. The following policy will be used to assess all applications for development and to guide the Borough Council's response to proposals put forward by the Highway Authority.

POLICY T1 - PRIORITIES

The Borough Council will consider all transport proposals and future strategies for Southend in the light of the need to reduce congestion and delay on the main road network of the town in ways which do not give rise to environmental problems, which increase road safety, which facilitate the use of public transport, which enhance the accessibility, attractiveness and viability of Southend town centre, and which contribute to traffic calming.

In addition, all proposals for development will be required to have due regard to road safety and the capacity of the highway network. Any transport or development proposals likely to have significant environmental effects should be supported by a comprehensive environmental impact assessment.

Road Improvements

A127

- 9.8 The Borough Council welcomes the recent construction of the Rayleigh Weir Underpass but recognises that improvements to the A127 beyond the Borough boundary will inevitably add to the difficulties already experienced at its junctions within Southend. In accordance with the adopted strategy for South-East Essex, improvements will be required at many of the junctions between Progress Road and Queensway, in order to provide safe and convenient traffic movement. The Borough Council would, however, be opposed to any widening between junctions as this could result in unacceptable environmental damage.

POLICY T2 - A127

The Borough Council will continue to press the Department of Transport to upgrade at the earliest opportunity the A127 west of Southend as a high capacity trunk route.

The Council will, jointly with the Highway Authority, seek the formulation and implementation of a programme of junction improvement along the A127 within the Borough as a high priority, in order to provide safe and convenient traffic movement and to enhance the town's commercial and leisure development opportunities.

A13

- 9.9 The A13 (London Road/Queensway/Southchurch Road) also provides a major east-west link through the town and its catchment area, second only in importance to the A127 in the local route hierarchy. Its existing capacity and potential for improvement are, however, severely limited by the nature of development along and around it - important local shopping centres, commercial areas and residential side streets. In the longer term it is considered that the construction of a new major road link between the A127 and the A1159 will reduce the need for through traffic to use the A13. However, within the Plan period it will continue to function as a multi-purpose route. Although there is some scope for minor improvements, major works are unrealistic and must be accepted as unattainable. The result of this situation is that traffic will seek other routes, and increased flows must be expected on parallel roads such as Marine Parade, Kings Road, Prittlewell Chase, Woodgrange Drive and Tattersall Gardens to Chalkwell Avenue. The Borough Council views this with concern and will seek to maintain satisfactory traffic and environmental conditions on these roads in the future. In particular, the Borough Council will consider introducing traffic calming measures on residential side roads in order to discourage vehicular penetration where local interests and amenity would be adversely affected by through traffic seeking alternative routes.
- 9.10 Substantial commercial and residential development in Thorpe Bay and Shoebury, together with changes to the route hierarchy linking Southend with Great Wakering, are resulting in significantly increased traffic flows on Bournes Green Chase and North Shoebury Road, the easternmost sections of the A13. Improvement to dual carriageway standard can be achieved within existing highway limits, and the Borough Council will seek the implementation of such improvements as soon as traffic flows reach appropriate levels, in accordance with Policy T3 below.

POLICY T3 - A13 AND RELATED ROUTES

The adopted long term strategy for South-East Essex proposes an additional east/west route for through traffic which should improve traffic conditions on the A13. However, within the plan period the A13 will continue to function as a multi-purpose route and the Borough Council intends to introduce environmental management and traffic regulation measures which would include minor road improvements where practicable. The objective of management and regulation is to secure improvements in traffic flow, safety, and environmental conditions for pedestrians and shoppers. Traffic calming measures will be considered in the Borough to discourage vehicular penetration especially on residential side roads where local interests and amenity would be adversely affected by through traffic from the A13 seeing alternative routs. The need of more substantial improvements to the A13, east of Bournes Green, will be kept under review.

B1013 and Eastwoodbury Lane

- 9.11 The B1013 route provides the principal link between Southend and the settlements within its immediate catchment area to the north and north-west - Rochford, Ashingdon, Hockley etc. Many problems of junction and road capacity exist along this road, especially within and to the south of Rochford, and the provision of an additional route is recognised at all levels as an urgent requirement. A commitment to this provision is contained in the Essex Structure Plan First Alteration and is planned to start in the latter part of 1994. Following extensive public consultation the preferred route has been established and its detailed design is currently being undertaken (see Map 6 overleaf). There is also a longstanding proposal to ease the bends in Eastwoodbury Lane adjacent to the western end of the main airport runway. This improvement will become increasingly important with the implementation of the B1013 link road.

POLICY T4 - B1013 LINK AND EASTWOODBURY LANE

The Borough Council will press for the earliest possible implementation of the preferred option for the B1013 link to Southend, in order to improve access to the town and its airport, and to reduce accidents. An improvement to the alignment of Eastwoodbury Lane will also be sought.

Sutton Road

- 9.12 Sutton Road connects the B1013 at the Anne Boleyn Public House with the A1159 (Eastern Avenue) and thence with the A13 immediately to the east of Southend town centre. Major developments along this road - in particular the Temple Farm and Purdeys Way Industrial Estates - generate large volumes of traffic. Sutton Road also carries much traffic seeking to avoid congestion on the B1013 itself. As a result, there is a growing capacity problem, and although the construction of a roundabout at its junction with Eastern Avenue and improvements to Sutton Road within the Borough have proved successful in relieving localised congestion, there is an urgent need for improvement to the remainder of Sutton Road. In the longer term this road will provide a secondary link to the proposed new outer bypass route which will be the primary access to Southend from the west and north.

POLICY T5 - SUTTON ROAD

The Borough Council will continue to press the Highway Authority to give high priority to a scheme for the improvement of Sutton Road between the B1013 and the Borough boundary and to safeguard its further improvement to provide a future link with the proposed Southend/Rochford outer by-pass route to the A127.

A1159 - Priory Crescent

- 9.13 Priory Crescent forms an important link in the A1159 distributor route skirting the northern edge of the town and linking the A127 with Sutton Road and the central and eastern parts of the Borough. It also represents the only single carriageway section of this route between the Borough boundary and Bournes Green, and is as a result severely overloaded during peak periods. Investigation of improvement options will, however, need to take account of the potential environmental impact on Priory Park.

POLICY T6 - A1159, PRIORY CRESCENT

The Borough Council will seek the improvement of the A1159 (Priory Crescent) between A127 (Cuckoo Corner) and Eastern Avenue, so as to achieve a capacity compatible with adjoining sections and in a manner which minimises impact on Priory Park.

Seafront Access

- 9.14 Successful development of new leisure proposals in the central seafront area may require improvements to part of the existing highway network. Dualling of Queensway eastern spur and widening of Southchurch Avenue, together with major improvements at the A13/A127 Victoria Circus junction could become necessary. The land required for these improvements is already available except at the southern end of Southchurch Avenue, where limited land acquisition may be necessary in conjunction with redevelopment for leisure purposes (see Proposal P6c, Chapter 6, page 111).

POLICY T7 - SEAFRONT ACCESS

The Borough Council will keep under review the need for the following improvements to the highway network in the light of proposals for new leisure development on the seafront, or major developments elsewhere:

- (i) **the widening of Queensway Eastern spur to dual carriageway standard within existing highway land;**

- (ii) **the widening of Southchurch Avenue to a standard appropriate to the requirements of the Highway Authority, such widening to be carried out as far as possible within existing highway limits and in connection with redevelopment for leisure purposes;**
- (iii) **the improvement of the A13/A127 junction (Queensway and Victoria Avenue).**

Traffic Management and Highway Safety

- 9.15 Continuing traffic growth, constraints on new road construction in the immediate future and concentration of development within the existing urban area all imply increasing pressure on the existing road network and highlight the need to make optimum use of that network. A proper balance must be struck between traffic flow, safety and environmental considerations, a balance which will vary between streets depending on their particular function.
- 9.16 A whole battery of measures have been developed in recent years, with Government support, to limit the impact of motor traffic on the urban environment. Such measures include traffic regulation by the introduction of one-way streets, width restrictions, lorry bans, parking controls, bus priority schemes, waiting restrictions, cycleways, pedestrianisation, and traffic calming by the use of speed limit zones, road humps, rumble strips, traffic gates and chicanes. Many of these are already used in Southend, and the Council will continue to promote appropriate measures in streets experiencing traffic or environmental problems.
- 9.17 Chapter 3 (paragraph 3.45, page 60) identifies the types of problem which exist in many of the older residential areas of the town. Many of these can be attributed to non-residential traffic and on-street parking. The provision of adequate off-street car parking facilities is fundamental to making best use of the highway network. High levels of on-street parking reduce road widths and traffic capacity dramatically, with consequent effects on vehicle speed, safety and journey times. In residential side streets, on-street parking stress can rapidly erode residential amenities and can constrain optimum use of housing resources. Competition for on-street parking is greatest close to shopping centres or commercial areas, around railway stations and near to the seafront, for example, the Westborough and St Mary's Road areas. The Council will investigate the opportunities for introducing traffic calming measures, including residents' parking schemes and other environmental improvements, where significant problems are identified and appropriate resources can be made available.
- 9.18 In addition to the introduction of traffic management measures to improve the local environment, highway safety and movement, it is also important to ensure that the potential impact of proposals for new development on the local highway and neighbourhood is taken into full account. Traffic generated by new development affects the surrounding road network, and the Borough Council will wish to ensure that any adverse effects are avoided or minimised in accordance with the provisions of Planning Policy Guidance Note 13 (PPG 13 - Highway Considerations in Development Control, November 1988).
- 9.19 Many potential problems relating to the effects of development on the adjacent highway, for example inadequate visibility at access points, can be avoided by imposing suitable planning conditions on planning approvals or by entering into a legal agreement (see Policy U1, Chapter 8, page 128), and the Borough Council will pursue this course of action as appropriate. Direct highway access onto strategic and primary routes should be avoided as

far as practicable and, where feasible, should be to a secondary road. Development proposals dependent on access to a classified road will, in the interests of highway safety, normally be required to provide vehicular turning facilities within the curtilage of the site to ensure that all vehicles entering or leaving do so in a forward gear. All developments will also be required to provide adequate off-street parking facilities in accordance with current standards (see Policy T11, page 155 and Appendix 8, page 221). Access guidelines for new housing are set out in Appendix 4 (page 193).

POLICY T8 - TRAFFIC MANAGEMENT AND HIGHWAY SAFETY

The Borough Council will seek to achieve the optimum use of each link in the existing highway network in accordance with its proper function. Where necessary, appropriate traffic management and traffic calming measures will be promoted, and existing controls kept under review, to ensure a proper balance between highway capacity, safety, residential amenity and shopper attraction is maintained. In addition, the Borough Council will continue to keep under review the feasibility of introducing residents' parking schemes and other environmental improvements in areas suffering from excessive on-street parking (see also Policy H12).

Proposals for development which would be likely to have a materially adverse impact on highway safety and movement will normally be refused. In the interests of highway safety, proposals for development dependent on access to a classified road* will normally be required by means of a planning condition to provide vehicular turning facilities within the cartilage of the site to ensure that all vehicles entering an leaving the site may do so in a forward gear.

Policy Cross Reference : H12 Environmental Improvement of Residential Areas, page 61.

Town Centre Access

- 9.20 The primary function of the town centre is as a sub-regional shopping and business centre, but it also provides a focus for many of the town's social and civic functions. There are, as a result, concentrated peak-hour traffic demands on the existing road and rail facilities and more complex off-peak movements by various types of transport users. Substantial investment has been made to improve the road system for the town centre since the publication of the 1964 Town Centre Plan to meet these demands and in anticipation of traffic growth. It is acknowledged, however, that it would be uneconomic to provide fully for peak-hour demands and occasional localised congestion has to be accepted.
- 9.21 Increased public awareness of the environmental costs of new urban roads, together with the severe limitations on available resources, resulted in the scaling down of some road proposals for the town centre contained in the 1970 Review Development Plan. The original plans for a ring-road around the centre were amended in 1977 because of both the economic and environmental consequences of demolishing property to the south and west of the High Street. Opportunities for improving access to shops and businesses in the western half of the central area were, therefore, reduced. Improvements in the future are likely to be limited to cost-effective measures which make best use of the existing road network to ease peak-hour congestion, increase road safety and reduce environmental problems in nearby residential streets.

- 9.22 Progress has been made towards providing a hierarchy of different road types in parts of the central area with the completion of Queensway, Chichester Road and the pedestrianisation of the High Street. These are good examples of streets with contrasting functions. However, there are parts of the town centre and its surrounding housing areas which are served by multi-purpose roads that would benefit from measures designed to reduce conflicts and redirect certain types of road user (see Map 7). This section considers appropriate measures for resolving these conflicts and facilitating the safe movement of pedestrians and vehicles within and around the town centre. For convenience, the town centre area has been divided into six sub-areas - North West and North East being north of Victoria Circus, South West and South East being south of the Fenchurch Street railway line and West Central and East Central being the areas in between. There are no proposals for the North West area. Before implementation most traffic management proposals will be subject to statutory consultation procedures under Highways legislation.
- 9.23 North East - In the past, vehicles servicing industries in Grainger Road and Stanfield Road have used Milton Street/Queensway and Redstock Road/Sutton Road for access. Both of these routes pass alongside residential property and attract long-term kerb-side parking, which is both inconvenient to industry and detrimental to residential amenity. The Postal Sorting Office development at Victoria Station goods yard provided the Council with an opportunity to implement traffic management measures to separate industrial and residential traffic using Milton Street. Similar proposals were implemented with the redevelopment of Southend Stadium. As a result a new route for industrial traffic is available linking Sutton Road directly with Grainger Road which has facilitated new traffic management measures in residential streets to the south. The need for further traffic management measures will be kept under review.
- 9.24 West Central - It has been a Council objective since the publication of the 1964 Town Centre Plan to provide a more direct vehicular access from London Road to the rear of High Street shops and public car parks in Elmer Avenue, to enable some of the residential side roads in this area, in particular Ashburnham Road and Gordon Road, to be isolated from town centre traffic. Completion of new development covering the former Trinity Church and the London Road bus station provided the opportunity to fulfil this longstanding aim, to the mutual benefit of traders, shoppers, rail users and residents. Associated priority measures in Elmer Approach to reinforce this will be implemented in the near future. It is proposed that the pedestrian environment at the eastern end of Queens Road be improved by restricting vehicular access to service traffic and resurfacing it as a shared surface (see Proposal P9a, page 159). The redevelopment of the former Municipal College site will include the extension of the pedestrian area at Victoria Circus and improve provision for taxis. (See Proposals P5a and P9b, pages 96 and 159).
- 9.25 East Central - Much of this area is dominated by retail uses and car parks and it contains some of the busiest access routes between Queensway and the primary shopping area - Southchurch Road, Chichester Road, Deeping and Whitegate Road. It also contains the only major landscaped area at the centre of the town - Warrior Square Gardens. To take full advantage of the attractive environment provided by these gardens, it is proposed that between Warrior Square Pools and Chichester Road a section of highway should be paved over and landscaped (Proposal P9c, page 159). This will be subject to the satisfactory redevelopment of land between Warrior Square and Whitegate Road to enable alternative vehicular circulation arrangements to be provided. It is proposed that as part of any redevelopment Whitegate Road would be widened to accommodate two-way traffic movements (Proposal P9d, page 159). In view of traffic management proposals made in paragraph 9.27 below, Whitegate Road will become the only alternative vehicular route out of the centre between Southchurch Road and Chancellor Road. The need to retain this important link with Queensway and its poor relationship with adjoining housing has resulted in the consideration of alternative uses

for properties at the western end of Whitegate Road, either by conversion or redevelopment (see paragraph 4.16 and Policy E3, Secondary Offices, pages 69 and 70). A further road closure at the junction of Warrior Square North and Chichester Road is proposed to reduce potential conflicts between pedestrians and turning vehicles and to improve residential amenity on the north side of the square (see Proposal P9e, page 159).

- 9.26 South West - The decision in 1977 to abandon the western extension of the former ring road around the town centre resulted in the retention of a one-way circulation system using existing roads to serve premises in the south-west part of the centre. Improvements in accessibility have been limited by the need to cross the High Street, the lack of space to provide off-street parking and servicing for shops, and the need to protect the residential environment of the Clifftown Conservation Area immediately west of the shopping centre. Pedestrianisation of the southern section of the High Street necessitated the construction of a new section of road from Alexandra Street to Royal Mews serving properties in Royal Terrace. In order fully to pedestrianise the High Street between Weston Road and Clarence Street, the present service loop will be replaced as and when the redevelopment of properties on the west side of the High Street permits alternative service facilities to be provided, either by the construction of a new service road or by the provision of suitable turning facilities in Weston Road and Clarence Street (see Proposal P9f, page 159). It is intended that vehicular access to the town centre via roads in the Clifftown Conservation Area will be discouraged by the use of appropriate control measures in Clifftown Road and Alexandra Street (see Proposal P9g, page 159).
- 9.27 South East - Traffic management proposals in this sub-area are intended to isolate residential streets between Quebec Avenue and York Road from Chichester Road, in order to reduce the intrusive effect of town centre traffic - in particular, shoppers' cars seeking parking spaces. At present traffic for Tylers Avenue car park is directed along York Road/Quebec Avenue. New residential development is proposed on the west side of Baltic Avenue to act as a buffer between the existing housing area and redevelopment sites fronting Chichester Road, including a replacement car park (see Proposal P5c, page 97). Improvements to the alignment of Chichester Road between Tylers Avenue and Heygate Avenue will be sought by the Council in any redevelopment proposals for this area. Road closures are proposed in Tylers Avenue and York Road to ensure that all vehicular access and servicing to new development is from Chichester Road only (Proposal P9h, page 159).

Town Centre Parking

- 9.28 Competition for parking space in the town centre and surrounding streets arises from workers, shoppers, visitors and residents. The amount of parking provided, its location, its availability, and its cost to the motorist can all influence the level of use of the centre and its relative attraction to different types of vehicle user. Policies on the future provision of parking will undoubtedly have a significant effect on the success of other planning policies designed to promote Southend as a major shopping and business centre. They are also fundamental to making the best use of the existing highway network. Existing public car parks are in full use and unless additional short-term capacity is provided, the resultant congestion will impose its own restraint policy, and prospective workers, shoppers, visitors and residents will be drawn elsewhere.
- 9.29 Table 5 shows the number of spaces currently provided in town centre car parks and at the kerbside in streets close to the centre. With the use of appropriate charging policies, the Council and private car park operators are able to influence the relative attraction of different

parking places within the centre to long-term and short-term users. In the immediate future, there is likely to be an overriding need to secure additional spaces for shoppers and other visitors to the town. Consideration will, therefore, be given to the opportunities available for increasing the number of short-stay spaces in the central area. This can be achieved both by providing additional car parks and by managing the existing spaces in the most effective way. In the town centre the Borough Council will also normally apply reduced car parking standards for office developments and restrict commuter parking, in order to give further priority to short-term parking for visitors to the centre whilst helping to reduce travel to work movements and CO² emissions in accordance with Planning Policy Guidance Note 12 (PPG12 - Development Plans and Regional Planning Guidance, February 1992) (see Policies T11, T16 and Appendix 8). However, if further short term spaces are only provided at the expense of long-term spaces alternative opportunities for town centre workers to travel to their places of employment clearly need to be considered - for example 'park and ride' schemes. The following policy will apply.

POLICY T9 - TOWN CENTRE PARKING (OFF-STREET)

Within the Central Business District, the provision of additional off-street parking spaces will be promoted. The management of existing spaces under the control of the Borough Council within this area will be reviewed, as appropriate, to provide for both short-term and long-term parking needs. Subject to resources being available, additional multi-storey car parks will be programmed for implementation in accordance with the proposals in this Plan.

Table 5 : Town Centre Car Parking Provision - 1993

	Short Term		Long Term	Free	Total
	2 hours Maximum	Variable			
Multi Storey	-	2838	321	-	3159
Surface Parking	16	1376	615	299	2306 ^{*1}
Total Off-Street	(16)	(4214)	(936)	(299)	(5465) ^{*2}
Kerbside	512	209	-	-	721 ^{*3}
Total Spaces	528	4423	936	299	6176

*1 Includes Seaway Car Park (615 Spaces)

*2 Includes privately operated car parks at Victoria Circus, The Royals, Sainsburys', Clifftown Road - but excludes private customer spaces such as B&Q, Texas and those associated with office development e.g. in Baxter Avenue.

*3 Includes Clifftown Parking Zone and parts of Town Centre Meter Zone which are located outside the Central Business District.

Source : Southend-on-Sea Borough Council Directorate of Engineering Services Records

9.30 Limited potential exists within the central area of the town for additional multi-storey car parks. Two retail development sites between Warrior Square and Whitegate Road and in the

York Road/Chichester Road area which are currently used as surface car parks have been identified as appropriate locations for multi-storey provision. Implementation would clearly depend on the timing of associated development (see Proposals P5b and P5c, pages 96 and 97), but a further 500 spaces could become available. Clarence Road car park in the south-western part of the centre has potential for a significant increase in capacity, subject to the acquisition of an adjoining property (see Proposal P9j, page 159). This would reduce the dependence of this area on the availability of spaces at Tylers Avenue and The Royals.

- 9.31 Seaway car park (see Proposal P9k, page 159) probably provides the most significant opportunity for increasing parking provision. Because of its location close to the seafront with direct access from Queensway, it also needs to serve seafront visitors and cater for limited lorry parking, but it could provide an attractive alternative for town centre shoppers and employees. It may be necessary to include an element of residential development in any redevelopment scheme in view of its proximity to housing in Herbert Grove (see Chapter 3, paragraph 3.51, page 62) and it could also provide an alternative site for a retail store (see Chapter 5, paragraph 5.22, page 87). In total these four proposals (P5b, P5c, P9j and P9k) could contribute a net gain of approximately 2,000 spaces. The introduction of 'park and ride' facilities for shoppers and other short-term visitors to the centre is not currently considered to be viable.
- 9.32 Until there is a prospect of providing new multi-storey car parks in the town centre, measures to reduce kerbside parking in nearby residential streets by non-residents could be difficult to progress. Any form of environmental improvement would involve the loss of on-street space and measures such as residents' parking schemes would reduce the availability of spaces for visitors to the centre. In those residential streets experiencing excessive parking stress the Council will keep under review the opportunities for appropriate environmental measures (see also Policy H12, page 61).

POLICY T10 - TOWN CENTRE PARKING (ON-STREET)

In accordance with Policies H12 and T8, the Borough Council will keep under review opportunities for making environmental improvements in those residential streets adjoining the Central Business District which experience parking stress, subject to the need to safeguard adequate parking facilities for workers and visitors to the Town Centre. The Council will consider, in particular, opportunities for reducing the number of kerb-side spaces available to non-residents which may arise from the provision of additional off-street spaces in accordance with Policy T9.

Policy Cross References : H12 Environmental Improvement of Residential Areas, page 61; T8 Traffic Management and Highway Safety , page 149; and T9 Town Centre Parking (Off-Street), page 153.

Parking Standards

- 9.33 With increasing car ownership during the Plan period it will become especially important that adequate off-street parking provision accompanies any future development proposals, in accordance with recognised standards. The guidelines adopted by the Borough Council for car parking are set out in Appendix 8, in accordance with the provisions contained in Planning Policy Guidance Note 13 (PPG13 - Highway Considerations in Development Control, November 1988). In general they reflect the standards recommended by the County Council for application throughout Essex. There are a limited number which are unique to Southend and there are separate standards for certain developments within the Central

Business District. In particular, the standard for new office proposals in the town centre is half the standard applying to the rest of the Borough, to reflect the availability of parking and public transport. A further relaxation of standards may be considered in the town centre where changes of use are involved.

- 9.34 Within the town centre it is not always possible or desirable for small-scale developments to provide parking on site. Because of high land values in town centres and the need for convenient access to parking areas, numerous private car parks associated with small-scale development do not provide the best solution to meeting parking standards. In these circumstances, the Borough Council prefers to agree with a developer the payment of an appropriate commuted sum for the provision of spaces elsewhere by the Council (see Appendix 8, page 224). This also ensures that a high proportion of spaces are managed by the Council in accordance with agreed charging and maintenance policies. The following policy will apply:

POLICY T11 - PARKING STANDARDS

In considering planning applications for development (including changes of use) the Borough Council will require the provision of off-street parking spaces. Current standards are set out in Appendix 8 for guidance. Within the Central Business District contributions will normally be sought towards the provision of publicly available spaces on those sites identified in this Plan for additional car parking. Permission will not normally be granted for any development which would be likely to give rise to additional demand for on-street parking, particularly in residential areas, or which would result in the loss of existing public parking facilities, unless satisfactory and convenient alternative provision is made.

Policy Cross Reference : Appendix 8, Car Parking Standards, page 221.

Servicing Facilities

- 9.35 Adequate servicing facilities will be required for all new non-residential developments in the town, to ensure that loading and unloading does not take place within the highway. This is especially important in areas with high pedestrian flows, such as shopping centres and the Central Seafront Area. Servicing of shops and offices should normally be provided at the rear of premises but alternative arrangements at first floor or basement may be considered appropriate. Rear extensions to existing premises with rear servicing facilities will normally be restricted in accordance with the design guidance contained in Appendix 5 (page 209), particularly where the amenities of adjoining residential areas could be adversely affected.

POLICY T12 - SERVICING FACILITIES

All new non-residential development proposals will be required to provide adequate off-street servicing facilities, and rear extensions to shops and offices will normally be restricted in accordance with the design guidelines set out in Appendix 5, in the interests of highway safety and the amenities of adjoining residential areas.

Policy Cross Reference : Appendix 5 non-residential Policy Guidance, page 209.

Cycling and Walking

- 9.36 The Council's adopted Charter for the Environment encourages a more healthy lifestyle and promotes walking and cycling. However, the pattern and density of development and the availability of highway and footway space in Southend is not conducive to the provision of an extensive cycleway network. Nevertheless, the Borough Council will, having regard to available resources, explore all opportunities to provide cycleways in the Borough with the long-term objective of providing for a system of integrated routes. New routes will be formulated in close consultation with cycle associations, users and the Highway Authority, with priority generally being given to those routes that improve road safety or provide for a leisure function by achieving an attractive and interesting environment for cycle users.
- 9.37 In furtherance of these objectives the Borough Council is currently operating an experimental cycleway scheme within the northern section of Victoria Avenue to improve road safety for cyclists. It has also adopted a 'Cycle Policy and Network' report for submission to the Essex County Council with a request for finance for phased implementation of the network. If successful and resources permit, the initial aim is to extend the Victoria Avenue route to the High Street and provide a route along the Prittle Brook. In addition, the Borough Council will seek the provision of cycle facilities within the Central Seafront Area as part of the promotion of new leisure facilities and environmental improvements on the seafront (see Chapter 6 - Policy L2, page 101). The needs of cyclists will also be a major consideration in any future proposals for environmental improvement (see Chapter 3 - Policy H12, page 61) and pedestrianisation (see Proposals at the end of this Chapter).
- 9.38 Within the layout of major new developments the Borough Council will seek the provision of a safe cycle/footpath network segregated from the road system. The need to provide additional cycle parks in appropriate locations will also be kept under review.

POLICY T13 - CYCLING AND WALKING

In accordance with the aims of the Council's Charter for the Environment the Council will seek to introduce a programme of measures to improve facilities for cyclists within the Borough, as resources permit, with the long-term objective of providing an integrated system of cycle ways and appropriately located cycle parks. Within the lay out of major new developments the Borough Council will seek the provision of a safe cycle/footpath network segregated from the road system with satisfactory access and parking facilities for cyclists.

Public Transport

- 9.39 In 1991, a third of the households in Southend did not have the use of a car, despite the continuing growth in car ownership. Moreover, approximately 24,000 of the town's residents travel out of the Borough to work, with some 16,500 non-residents travelling into Southend for the same reason. There can be no doubt that public transport facilities are a vital part of the town's social and economic infrastructure, and the Council remains committed to encouraging the provision and improvement of these facilities in the future. Although a number of bus services presently suffer as a result of traffic congestion and delay, for example on the A13, A127 and B1013 roads into Southend, the Highway Authority's policy is to promote a reliable and regular bus service by facilitating the movement of all traffic generally.

- 9.40 The South-East Essex Traffic Study considered a 'public transport option' whereby the use of public transport would be optimised and the use of the private car constrained. The results of this study indicated a low projected use of such facilities in the foreseeable future. This option did not, therefore, form part of the revised strategy. Nevertheless, increased bus priority measures are still being considered by the Highway Authority on a number of roads, including the A13. The Borough Council considers that the opportunities for implementing these will be subject to the considerations set out in paragraph 9.9 and Policy T3 in this chapter (see pages 144 and 145).
- 9.41 The Council is concerned at the existing capacity and facilities offered at the town's central bus station and is investigating the opportunities for improvement (see Chapter 5 - Proposal P5c, page 97). Deregulation of bus service operations in the town has resulted in an increase in passenger traffic and the introduction of smaller vehicles on many routes. In order to promote the increased use of public transport, it is essential that appropriate measures and interchange facilities are implemented as necessary. This will be particularly important in the town centre, which has to compete with similar centres outside the Borough for patronage of its shopping, business and leisure facilities.
- 9.42 The principal concern of the local planning authority with regard to rail services is the provision of adequate off-street parking and interchange facilities and the avoidance of on-street parking pressures, especially in residential areas. Considerable on-street parking by commuters takes place in residential areas around railway stations throughout the Borough. The Borough Council will continue to explore with relevant agencies the provision of improved commuter car parking facilities at stations outside the town centre, as has recently been achieved at Leigh Station. Commuters will be discouraged from using town centre stations because of their unnecessary contribution to peak-hour congestion. In particular, it is proposed that additional off-street provision is made at Southend East Station (south-side) (see Proposal P3c, page 63).

POLICY T14 - PUBLIC TRANSPORT

The Borough Council will seek to secure improvements to public transport services in the Plan area to ensure that public transport users and operators are not disadvantaged in terms of accessibility to the town's amenities.

POLICY T15 - INTERCHANGE FACILITIES

The Borough Council will seek attractive and convenient interchange facilities throughout the Plan area in order to promote the accessibility of all parts of the Borough by public transport, and in particular proposes to improve the town centre bus station (see Proposal P5c).

Policy Cross Reference :Proposal P5c (Tylers Avenue and York Road), page 97.

POLICY T16 - COMMUTER CAR PARKING

The Borough Council will press British Rail to improve parking facilities for commuters at railway stations outside the town centre and will seek to protect the environment and amenities of all residential areas affected by on-street commuter car parking.

Southend Airport

- 9.43 The airport can clearly be a valuable asset to the economic well being and attractiveness of the town. The Borough Council will promote its proper development in support of new jobs and enterprise, and to secure its long-term future and viability. In furtherance of these objectives, the Borough Council will support additional development on land within the Airport perimeter adjacent to Warners Bridge where this is related to the Airport or provides a basis for its continued viable operation, and subject to appropriate highway improvements. The majority of this site (3 hectares) lies within the administrative District of Rochford and is excluded from the Green Belt in the Rochford District Local Plan. Both the Borough Council and Rochford District Council resolved in the latter part of 1993 to refer a planning application for non-food retail development on the site to the Secretary of State as a departure from their development plans with a recommendation that it be approved, reflecting this consideration.
- 9.44 Whilst it is important to the economy of the area that Southend Airport continues as a viable operation, any new development proposals must be balanced against the need to protect residential amenities. There are residential areas close to the airport and substantial parts of the Borough at its western end lie under or close to the principal flight path. The development and operation of the airport, the majority of which lies within the administrative area of Rochford District Council, must, therefore, give due regard to the environment of these areas.
- 9.45 In accordance with the Town and Country Planning (Aerodromes) Direction 1981, the Borough Council is required to consult with the Civil Aviation Authority before granting permission for certain types of development within certain areas of the Borough. Any development proposals close to the airport or of significant height will, therefore, need to be referred to the Civil Aviation Authority before being decided.

POLICY T17 - SOUTHEND AIRPORT

The Borough Council supports the operation of Southend Airport and the development of its potential as a generator of economic growth and employment, together with the provision of appropriate airport related or supporting development provided that this pays due regard to the highway network and to the environment of residential areas in the Borough. Any proposal which would be likely to cause severe detriment to the residential amenities of these areas will be opposed.

Proposals

- 9.46 The following traffic management measures, road improvements and car park developments

are proposed:

PROPOSAL P9a - QUEENS ROAD, SOUTHEND

Shared surface (pedestrians and service vehicles).

PROPOSAL P9b - LONDON ROAD

Pedestrian area extensions.

PROPOSAL P9c - WARRIOR SQUARE

Paving over highway.

PROPOSAL P9d - WHITEGATE ROAD

Widening of road.

PROPOSAL P9e - WARRIOR SQUARE NORTH

Road closure.

PROPOSAL P9f - HIGH STREET, SOUTHEND (between Clarence Street and Weston Road)

Pedestrianisation.

PROPOSAL P9g - ALEXANDRA STREET AND CLIFFTOWN ROAD

Width restrictions.

PROPOSAL P9h - YORK ROAD AND TYLERS AVENUE

Road closures.

PROPOSAL P9j - LAND AT JUNCTION OF CLARENCE ROAD AND ALEXANDRA STREET

The majority of this site is currently in use as a surface car park. It offers the potential for a significant increase in provision by being redeveloped as a multi-storey facility subject to the acquisition of certain adjoining property. Such re-development could also include a small office element on the Alexandra Street frontage (see Chapter 4, paragraph 4.13, page 68). Any scheme should respect the height of adjoining buildings and relationship to the nearby Clifftown Conservation Area. The site is approximately 0.25 hectares in area. Development proposals should have regard in particular to Policies C11 and T11.

Policy Cross References : C11 New Buildings, Extensions and Alterations, page 30 and T11 Parking Standards, page 155.

PROPOSAL P9k - SEAWAY CAR PARK, QUEENSWAY

An area of approximately 1.7 hectares to the south-east of the town centre, located within the Central Seafront Area and used as a surface car, coach and lorry park. The site offers the opportunity for increasing parking provision in the form of a multi-storey scheme. It could also provide an alternative site for a well designed retail store subject to the provision of appropriate replacement public car parking facilities in a decked or multi-storey format (see Chapter 5, Policy S2). In the interests of visual and residential amenity, it may be necessary to include an element of residential development on the Herbert Grove frontage to act as a buffer between existing housing and any redevelopment scheme (see Chapter 3, paragraph 3.51, page 62). This site is important visually being prominent from and defining the southern end of Queensway. Development will therefore be required to be of a design, layout and scale that respects surrounding buildings and enhances the townscape. Proposals should also respect the amenities and outlook of properties in Herbert Grove, Hartington Road and Marine Parade and provide for extensive landscaping, particularly on site boundaries.

Vehicular access to the site - with the exception of residential development fronting Herbert Grove - should be from Queensway. Rear service access, via Lucy Road, to properties in Marine Parade will need to be safeguarded. All development proposals for the site should have regard in particular to Policies C11, H5, S2 and T11.

Policy Cross References : C11 New Buildings, Extensions and Alterations, page 30; H5 Residential Design and Layout Considerations, page 51; S2 Southend Town Centre, page 88; and T11 Parking Standards, page 155.

PROPOSAL P9m - EASTERN AVENUE

New junction to serve Proposal P5e (page 97 - see also paragraph 9.3, page 139).

(See also proposals in Chapter 5 which include provision for multi-storey car parks - P5b and P5c, pages 96 and 97).

- 9.47 With the exception of Proposal P9m all the above specific proposals relate to the town centre (see Town Centre Inset Map). The many other traffic management and road improvements which may be desirable elsewhere in the Borough will be considered as part of a continuing programme of improvements in accordance with identified priorities and available resources.