

Southend Central Area Action Plan

TOPIC PAPER 1: Parking and Access

March 2017

Southend Central Area Action Plan –Topic Paper 1: Parking and Access

1. Introduction

Overview

- 1.1 This paper has been prepared to provide evidence to support the submission of the Southend Central Area Action Plan (SCAAP) for examination in public.
- 1.2 The SCAAP reflects the vision, strategic objectives and spatial strategy of the adopted Southend Core Strategy (2007). It sets out a number of detailed policies and proposals for the central area of the town, including the central seafront, to guide all development proposals through to 2021. A Revised Proposed Submission of the SCAAP was published for comment in November 2016. This followed three previous iterations of the SCAAP as part of the plan making process.

Purpose of this paper

- 1.3 This topic paper specifically addresses parking issues raised following consultation on the Revised Proposed Submission of the SCAAP. It particularly relates to the findings of the Car Parking Study (Steer Davies Gleave) as referred to in SCAAP section 4.11 'Approach to Car Parking Management', and proposed policies DS5 'Transport, Access and Public Realm', PA7 'Tylers Policy Area Development Principles', and CS1 'Central Seafront Policy Area Development Principles'.
- 1.4 This document is set out as follows:
 - Section 2 sets out the context with reference to national planning policy and the approach to traffic management and car parking within the SCAAP;
 - Section 3 describes the evidence base for car parking in Southend;
 - Section 4 benchmarks parking provision and charging for parking in Southend against similar seaside resorts;
 - Section 5 reviews other evidence on parking provision from recent planning permissions in the Central Area;
 - Section 6 considers the representations to the SCAAP consultation;
 - Section 7 outlines the approach to implementing the parking policies and commitments of the SCAAP;
 - Section 8 sets out suggested amendments to SCAAP Policy DS5 and supporting text.

2. Context

National Planning Policy Framework

- 1.5 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied locally. It provides a framework within which local people and their local councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.
- 1.6 To ensure the vitality of town centres it notes that planning policies should be positive, promote competitive town centre environments, and set out policies for the management and growth of centres over the plan period (paragraph 23). Regarding town centre access, the framework states that the transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel, while recognising that

different policies and measures will be required in different communities. It notes that developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

- 1.7 On the topic of car parking, the framework notes that, *“Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles.”* (paragraph 40).
- 1.8 Government guidance on developing Local Plans advocates the development of a robust transport evidence base which identifies the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so.
- 1.9 Southend-on-Sea Borough Council (SoSBC) has been keen to understand patterns of current parking supply and demand, and how this would be affected by the proposals contained within the SCAAP. Hence, an evidence base for car parking in Southend Central Area was gathered¹ and is summarised below in this topic paper.

Traffic Management and Car Parking

- 1.10 The SCAAP seeks an approach to transport provision and management that supports sustainable transport in accordance with the NPPF and supports sustainable economic growth of the Central Area. It aims to facilitate a range and choice of transport proposals and schemes that will help deliver regeneration and growth in the Central Area of the town to achieve, *“a prosperous and thriving regional centre and resort”* – the proposed vision for the SCAAP. SoSBC is committed to improving the transport network and public realm as witnessed by the implementation of a number of key schemes (See Appendix A) in recent years and a commitment to further investment to improve and regenerate the town’s tourism offer (see Topic Paper 3: Employment, Business and Investment).

Box 1

A key concern in developing the SCAAP has been to maintain a level of parking that services the visitor economy. As such, the analysis sought to identify the existing supply and demand in two sub-areas of the Southend Central Area:

- The “Central Area South” (within 10 minutes’ walk of the central shoreline); and
- The “Central Area North” area (more than 10 minutes’ walk from the shoreline).

As a guide, the Central Area South parking supply is considered as the key off-street car parks and on-street parking areas on the shoreline south of Southend Central (C2C) railway line with Central Area North parking north of the railway line.

- 1.14 As part of this approach, the SCAAP recognises the importance of car parking provision in supporting the vitality of the town centre and central seafront area (Strategic Objective 8). It seeks to achieve this by managing car parking capacity in the Central Area and ensuring that there is no net loss in key visitor car parking in the south of the Central Area and Seafront nearest to the town’s tourism facilities.
- 1.15 Development proposals that come forward on key visitor car parking areas to the south of the central area will need to ensure that there is no net loss within the key visitor car parks as identified in the SCAAP (Policy DS5.2.b). Any planning application within these car parking

¹ Car Parking Study for the Central Area of Southend Steer Davies Gleave (November 2016)

areas would need to be accompanied by a detailed transport assessment that would include an analysis of the impact of the additional parking demand generated by the proposed development on the identified key visitor car parks, having regard to adopted parking standards², linked/ combined existing trips, availability of parking in other convenient locations, and opportunities for further modal shift through the travel plan process.

- 1.16 In addition, a number of traffic management measures are proposed in the SCAAP which have the potential to make the best use of available car parking facilities (Policy DS5 'Transport, Access and Public Realm'). SoSBC has recently committed £485,000 towards improving car park signage and guidance systems as part of this approach³ and will be developing a Borough wide Parking and Access Strategy with some important key deliverables⁴.
- 1.17 The Plan also seeks to make the best possible use of available land resources to promote regeneration and growth by identifying a number of 'Opportunity Sites'. Where these sites currently contain car parks in the south of the Central Area (Opportunity Sites PA7.1 Tylers Avenue and CS1.2 Seaways) the SCAAP requires replacement parking provision to be provided in any scheme (Policies PA7 and CS1) and the needs of Policy DS5 'Transport, Access and Public Realm' to be met for no net loss in key car parks within the southern Central Area, including Central Seafront, and the adopted car parking standards set out in the Development Management Document (Policy DM15).
- 1.18 Where viable and feasible the SCAAP seeks to provide appropriate car parking facilities in association with development. One such example is the proposal for a New Southend Museum (Opportunity Site CS1.4) which has planning permission for 220 additional new car parking spaces to be provided in an underground multi-storey format on Western Esplanade. Funding has been agreed to develop the museum scheme from SoSBC's budget in both the current and next financial years⁵. In addition SoSBC has allocated £5,000,000 in the Capital Programme to review options and provide additional car park capacity serving the south of the Central Area if required⁶.
- 1.19 The SCAAP also seeks public realm improvements to better connect the town centre and central seafront and improve legibility and access to and from existing car parks. The Transport, Access and Public Realm Strategy, set out in Appendix 5 of the SCAAP, also promotes the use of Leigh-on-Sea train station for Park & Ride, effectively increasing car

² Set out in the Development Management Document Policy DM15 (2015)

³ Cabinet Report 19/01/2017 - Capital Programme 2017/18 to 2020/21 Appendix 7: Improved Car Park Signage and Guidance Systems - This scheme is to develop and improve the car park signage (including Variable Message Signs) for the whole Borough and to introduce new signage especially for other seafront car parks.

⁴ Key deliverables include: Smarter Boroughwide Parking and Access Strategy; Parking Action Plan for the Town Centre; Visitor Access and Parking Management Plan; Public and Private Car Parking Signage Plan; Recommendations on new developments and future parking demand and supply in the Borough; Implementation Plan; Recommendations and options on future parking tariffs, permits, and season tickets; Stakeholder Management and Engagement Plan; Smart City Technology Plan for Parking Management; Specification for a Parking Guidance Information and Variable Message Sign Systems

⁵ Cabinet Report 19/01/2017 - Capital Programme 2017/18 to 2020/21 Appendix 7: New Museum Gateway Review (£3m 2016 – 2-19) - This scheme is to progress the project to completion of the technical design and procurement stage. The gateway review would then consider a phased approach and funding of the construction of the car park and building based upon the cost report that will be produced.

⁶ Cabinet Report 19/01/2017 - Capital Programme 2017/18 to 2020/21 Appendix 7: Car Parking in the Town Centre and Central Seafront - This scheme is to review options and provide additional car park capacity at sites in the south of the Central Area.

parking provision for the Central Area, particularly during the peak summer months. This and other options for Park & Ride will be considered further during preparation of the Southend New Local Plan.

- 1.20 These provisions within the SCAAP build upon a number of transport schemes already delivered in recent years or planned within the SCAAP period to 2021, within or near the Central Area, aimed at improving transport choices, accessibility, connectivity, road safety, and the public realm. These are detailed in Appendix A.

3. Car Parking in Southend: the Evidence Base

- 1.21 To inform the development of the SCAAP, a review of current and future publicly available car parking supply and demand, and options for improving access to the Central Area, was undertaken on behalf of SoSBC by independent transport planning consultancy Steer Davies Gleave. The key elements which the study aimed to understand were:
- existing supply and demand for car parking;
 - future supply and demand for car parking, taking into account planned growth and future use of sites in accordance with planning policy documents; and
 - the correlation between the mode of travel to the Central Area and levels of spend.

Parking in the Central Area – Existing Supply and Demand

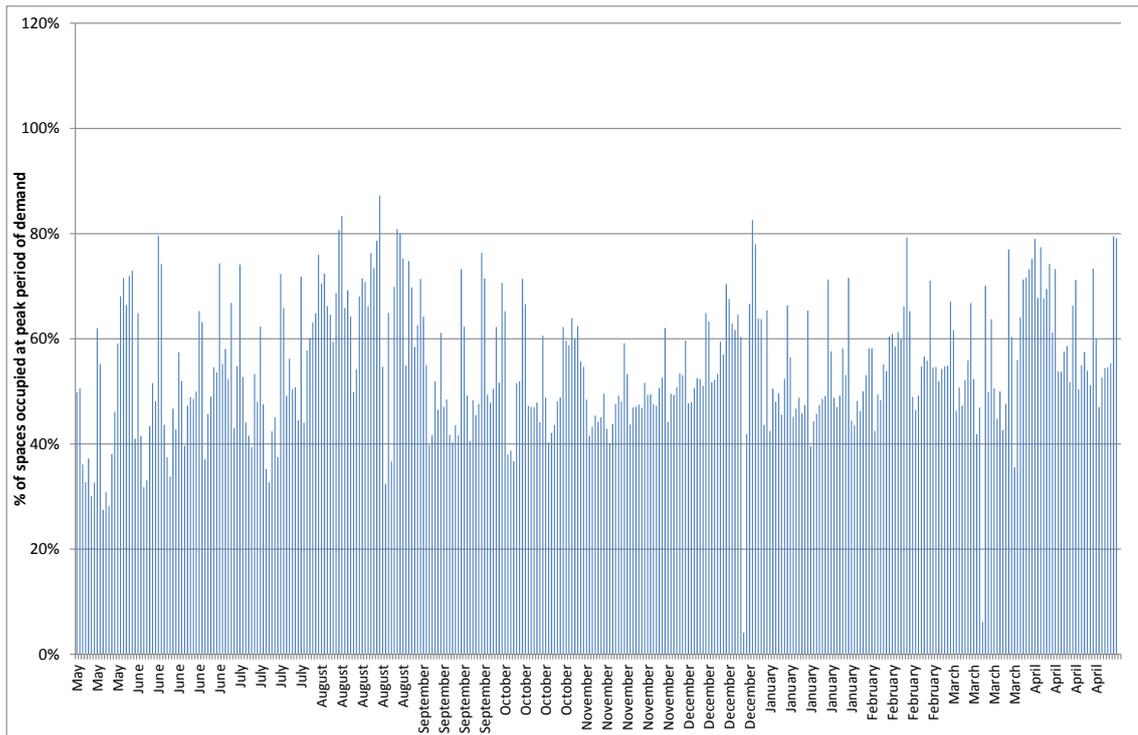
Network Performance throughout the Year

- 1.22 Analysis of data from the Controlled Parking Operating System (which links through to the Variable Messaging System to indicate the number of available parking spaces or whether a car park is at full occupancy)⁷, was undertaken to understand the profile of occupancy of car parks across the year from May 2015 to April 2016. Data from the Controlled Parking Operating System, provides a strong indication of the level of seasonality of car parking demand in the car parks covered by the system in the Central Area⁸.
- 1.23 Figure 1 below shows the peak occupancy of the Central Area parking areas for each day between May 2015 and April 2016 for car parks covered by the Controlled Parking Operating System. It shows that high occupancy days tend to occur during Easter and May public holidays (weather dependent) and the school summer holiday period, and during late December. Through other months, the peaks are at weekends but generally there is a high availability of spare parking capacity even at the peak period of occupancy.

⁷ A Controlled Parking Operating System and Variable Messaging System are in operation in the Central Area covering many of the larger publically available car parks. Dynamic signs are used to inform motorists entering the Central Area about availability of parking spaces in 14 car parks (listed below). The Controlled Parking Operating System provides data of the number of vehicles entering and exiting each car park throughout the day for each day of the year. The main purposes of the systems are to provide real-time information about car parking availability via on-street Variable Messaging Signs to manage traffic demand, and to collect a historic record of parking demand and trends for planning purposes. The systems cover 14 parking areas in the Central Area: Royals Shopping Centre, Tylers Ave, University Square, Alexandra St, Clarence Rd, Warrior Square, Seaway, Fairheads, Shorefield Road, Western Esplanade, Essex Street, Victoria Shopping Centre, and Southend College.

⁸ SoSBC reviewed the Controlled Parking Operating System and logged separately any faults identified. The conclusion was that the system is robust and provides a valuable dataset for analysing seasonal trends.

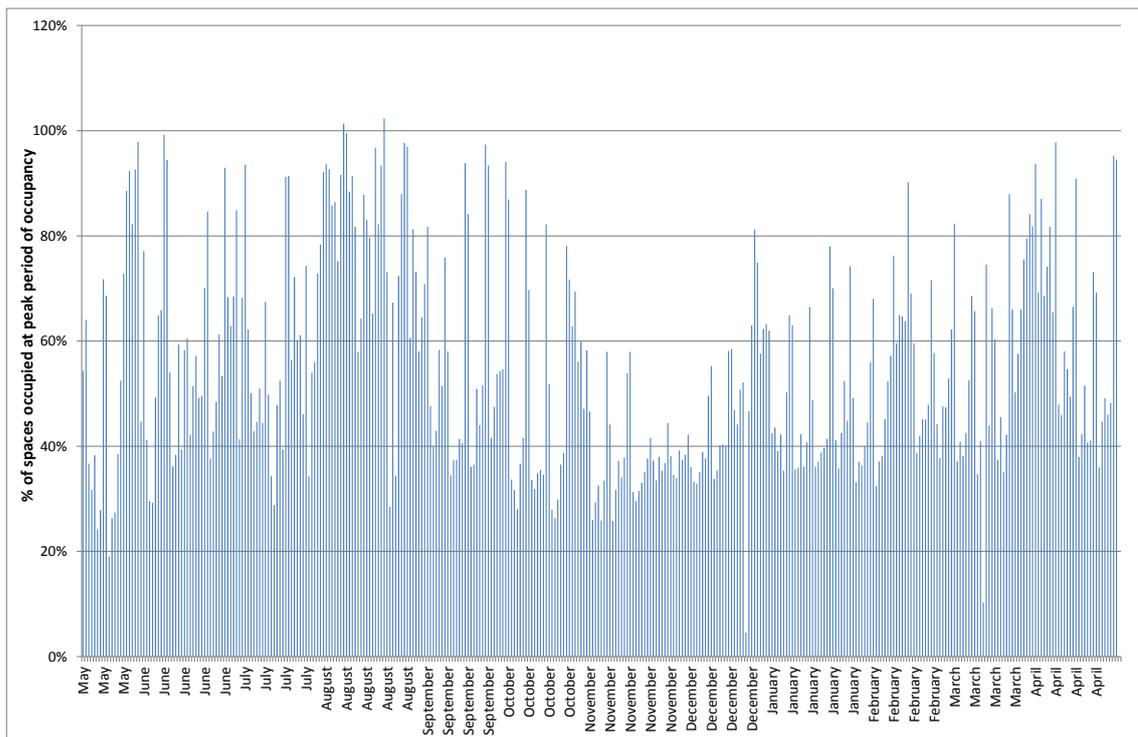
Figure 1: Peak Occupancy of the Central Area Car Parks⁹ (Daily CPOS Records May 2015 to April 2016)



1.24 Figure 2 shows the peak occupancy of the Central Area South parking areas for each day between May 2015 and April 2016 for car parks covered by the Controlled Parking Operating System. The parking areas in the south are more likely to reach full occupancy during peak periods but there is considerable spare capacity available at other times.

⁹ CPOS data available for: Royals Shopping Centre Western Esplanade Seaway, Warrior Square Tylers Avenue, Essex Street, Victoria Shopping Centre, Shorefield Road, Clarence Road, Alexandra Road, Fairheads, University Square, Southend College.

Figure 2: Peak Occupancy of the Central Area 'South'¹⁰ Parking Areas (Daily CPOS Records May 2015 to April 2016)



Network Performance on Typical Days

1.25 Analysis was also completed to show network occupancy on a 'typical' weekday and Saturday out of peak summer season. Tuesday 1st March 2016 and Saturday 13th February 2016 were chosen as examples of typical parking demand. These days were chosen as they were outside of school or public holiday periods (i.e. peak periods). There were no particular events or activities that generated significant additional demand on those days.

- **Tuesday, 1 March 2016:** average network occupancy between 07:00 and 19:00 was 32%. During the peak hour (13:00 to 14:00), overall network occupancy was 52%.
- **Saturday, 13 February 2016:** average network occupancy between 07:00 and 19:00 was 34%. During the peak hour (14:00 to 15:00), occupancy of the overall network was 60%.

Network Performance at Peak Periods of Demand

1.26 To understand how the parking network performs at a peak period of demand, video surveys were undertaken in the key parking areas closest to the main shopping and tourist attractions in the Central Area. The surveys counted the number of spaces occupied in the fifteen car parking areas in Southend¹¹. For four key car parks where video surveys were not undertaken (Royals Shopping Centre, Essex Street, Victoria Shopping Centre, and Southend College), data

¹⁰ CPOS data available for: Royals Shopping Centre, Western Esplanade Seaway, Tylers Avenue, Shorefield Road, Clarence Road, Alexandra Road, Fairheads.

¹¹ Tylers Ave, University Square, Alexandra St, Clarence Rd, York Road car park, Warrior Square car park, Seaway, Fairheads, Shorefield Road, Western Esplanade Central (on-street), Eastern Esplanade (on-street), Western Esplanade East Section (on-street), and Whitegate Road (on-street). York Road, Warrior Square and Whitegate Road (all on-street) were also surveyed, but are not considered key visitor car parks (see paragraph 1.53 and 1.66). The removal of these on-street car parks from the analysis does not materially alter the results presented here.

from the Controlled Parking Operating System were used to understand the car parking occupancy profile of those car parks.

Car Park Occupancy – Thursday, 13 August 2015 (school holiday weekday in summer)

- Central Area South¹² occupancy reached a peak of 62% between 13:00 and 14:00.
- Central Area North occupancy peaked earlier at 52% between 12:00 and 13:00.
- Five parking areas within the Central Area South car parks exceeded 85% occupancy (a point above which parking can appear full and demand begins to be reallocated or suppressed) at points during the day: Clarence Road, Alexandra Street, Royals Shopping Centre, Fairheads, and Western Esplanade (on-street).
- For any of the five most popular car parks, there was spare capacity available in alternative car parks within a short walk, typically of around five minutes or less, including Tylers Avenue, York Road, Southend College, Eastern Esplanade, and Seaway.
- The busiest car parks in Central Area North were Warrior Square and Southend College, which reached 69% and 67% occupancy between 12:00 and 13:00 and 13:00 and 14:00 respectively.

Car Park Occupancy – Saturday, 15 August 2015 (school holiday weekend in summer)

- Occupancy across the entire network peaked at 79% between 14:00 and 16:00.
- Central Area South occupancy reached a higher peak (97%) than Central Area North occupancy (54%).
- The distribution throughout the day was similar across all areas with maximum occupancies being reached between 15:00 and 16:00 which is later during the day than on a peak August weekday.
- Eleven parking areas exceeded 85% occupancy at points during the day: Eastern Esplanade (on-street), Fairheads, Tylers Ave, Seaway, Royals Shopping Centre, Western Esplanade Central (on-street), Alexandra St, Clarence Rd, York Road pay on foot car park, and Western Esplanade East Section (on-street).
- Generally these car parks exceeded 85% occupancy in the period between 12:00 and 16:00.
- While there was availability in other parking areas at peak periods of demand, it was not always located within a short walk (i.e. within 10 minutes) of the most popular car parks.

Parking in Southend Central Area – Future Supply and Demand

1.27 A forecast of future parking supply and peak period demand was made using information provided by SoSBC Planning Officers. This information included:

- approved planning applications which contain confirmed details of future land use (including parking provision); and
- descriptions of policy areas and Opportunity Sites which contain outline estimates of the nature of development to take place in the Southend Central Area.

¹² Note all of the 'Key Visitor Car Parks' within the Central Area South, where no net loss will apply, were tested as part of this analysis. This includes Eastern Esplanade, Alexandra Street, Fairheads, Seaway, Shorefield, The Royals Shopping Centre, Western Esplanade Central, Western Esplanade East Section, Clarence Road, Tylers, and York Road.

York Road on-street that includes 20 spaces was also included as survey data was available. However, this car park is not considered a 'Key Visitor Car Park' and therefore no net loss would not apply. The removal of the York Road on-street parking does not materially change the results presented in this topic paper or the Car Parking Study.

1.28 For Opportunity Sites without an existing planning permission two broad approaches to future provision of parking in the Central Area were tested:

1. **Central Area Precedents:** for new developments, providing an estimated level of parking reflecting the flexibility in the Development Management Document (DMD) parking standards for sustainable locations, based on local precedents, planning policy and the likely parking needs of the site.
2. **Maximum standards:** for new developments, applying the maximum parking standards as per the DMD.

1.29 Using the data provided, three growth scenarios were developed:

- **Scenario 1 - Up to and including 2021 – Committed:** planning applications using details from approved planning applications.
- **Scenario 2 - Up to and including 2021 – Committed and Non-committed:** planning applications and development within SCAAP Opportunity Sites using details from approved planning applications and Opportunity Sites expected to be developed before the end of 2021, but for which no planning applications have yet been submitted.
- **Scenario 3 – All development pre and post-2021:** planning applications and all SCAAP Opportunity Sites using details from approved planning applications and all Opportunity Sites, including those that are not taken forward by the SCAAP¹³ and will be considered during the preparation of the Southend Local Plan (pre and post 2021).

Future Supply

1.30 The projected future supply of parking, based on application of Central Area precedents, is summarised in Table 1. If parking supply is based on precedents for parking provision in developments, it is anticipated that, during the period to 2021, there is forecast to be an increase in parking supply of between 300 to 400 spaces in Central Area South and a reduction of around 200 to 250 spaces in the Central Area North.

Table 1: Future Parking Supply based on Central Area Precedents¹⁴

| Scenario | Spaces lost | Spaces gained | Net change |
|---|----------------|----------------|--------------|
| Scenario 1: Up to and including 2021 – Committed | | | |
| North | 0 | 0 | 0 |
| South | 0 | 200 to 250 | +200 to 250 |
| Scenario 2: Up to and including 2021 – Committed and Non-committed | | | |
| North | 250 to 300 | 0 to 50 | -200 to -250 |
| South | 800 to 850 | 1,100 to 1,200 | +300 to 400 |
| Scenario 3: All sites pre- and post-2021 | | | |
| North | 600 to 650 | 200 to 250 | -400 to -450 |
| South | 1,000 to 1,100 | 1,100 to 1,200 | +100 to 200 |

1.31 Table 2 shows future levels of parking supply if maximum parking standards are applied to developments within Opportunity Sites. If maximum standards are applied pre 2021, there is forecast to be an increase of 400 to 500 spaces in Central Area South and minimal change in Central Area North. However, it is worth noting that maximum parking standards are not

¹³ As listed in the Preferred Approach Southend Central Area Action Plan (2015)

¹⁴ Minor alterations to this table have been made since the November 2016 edition of the Car Parking Study.

always delivered for developments in Southend Central Area (See Appendix B) given its sustainable locations with frequent and extensive links to public transport.

Table 2: Parking supply: application of maximum parking standards to scenarios 2 and 3¹⁴

| Scenario | Spaces lost | Spaces gained | Net change |
|---|----------------|----------------|-------------|
| Scenario 2: Up to and including 2021 – Committed and Non-committed | | | |
| North | 250 to 300 | 200 to 250 | +/- 0 to 50 |
| South | 800 to 850 | 1,300 to 1,400 | 500 to 550 |
| Scenario 3: All sites pre- and post-2021 | | | |
| North | 600 to 650 | 550 to 600 | -0 to 100 |
| South | 1,000 to 1,100 | 1,500 to 1,600 | +500 to 600 |

Future Peak Period Parking Demand

- 1.32 Future demand for publicly available parking was forecasted based on a combination of existing survey data and generation of trips to developments proposed for the Central Area. For the larger sites within the Central Area, trip rates were obtained from the TRICS National Standard for Trip Generation Analysis database. For each development, the most appropriate data from sites, primarily within the South East, were used to forecast future parking demand.
- 1.33 Forecast of future parking demand at peak periods found that there was likely to be greatest pressure on the Central Area South parking areas in all scenarios.
- 1.34 Regardless of whether parking supply is based on Central Area precedents, or on the application of maximum standards, the Central Area North network copes well with forecast demand under each scenario. The Central Area South network also copes well on weekdays in each scenario.
- 1.35 The main pressure is on the Central Area South network on Saturdays, particularly if parking supply is based on Central Area precedents. By applying maximum standards, occupancy on Saturdays is forecast to follow a similar pattern to the data collected for August 2015.
- 1.36 It should be noted that the scenarios were tested for demand in August, representing the peak season of demand, so are not representative of typical demand which, as described earlier, is notably lower out of peak season.

Visitor and Shopper Spend Survey

- 1.37 A face-to-face interview survey was undertaken in Southend Central Area in March and May 2016. It asked a random sample of people in the Central Area (in the town centre and seafront areas) about the purpose of their visit, how often they visit, how they travelled to the Central Area, and the amount they spent or planned to spend in Central Area on the day of the survey.
- 1.38 It found that car users spend the most per trip but tend to visit less frequently while those arriving by foot and by bus visit frequently while spending less per trip as summarised in Table 3¹⁵.

¹⁵ The estimated amount that each respondent provided on the survey day may not be the same for each visit they make to the Central Area. Multiplying the spend per trip on the survey day with the number of visits per month gives an indication of the likely spend over the course of a month. A combined weekday and weekend average is provided (as the survey question about frequency of visit did not ask respondents to distinguish between weekdays and weekends).

Table 3: Average Spend per Trip and Trips per Month by Mode

| Mode | Estimated spend per trip | Visits per month | Estimated spend per month |
|-------|--------------------------|------------------|---------------------------|
| Walk | £20.79 | 12 | £254.70 |
| Bus | £22.46 | 8 | £183.52 |
| Car | £35.25 | 4 | £145.20 |
| Train | £22.58 | 6 | £128.27 |
| Cycle | £21.32 | 5 | £112.89 |

1.39 While the SCAAP acknowledges the importance of car parking provision in the Central Area, the survey gave an indication of the contribution to the economic vitality of the Central Area made by pedestrians, bus users and users of other modes whose needs must be considered in developing any strategy for parking and access.

4. Benchmarking Southend against similar towns

1.40 To understand how parking provision compares with similar seaside towns, parking provision in Blackpool, Brighton and Bournemouth was reviewed. These comparator towns were benchmarked against Southend for:

- number of long and short stay spaces;
- number of visitors;
- pricing structures;

1.41 Information about the number of spaces available was collected by means of a desk top based internet search of Local Council and other websites. As such, the dataset may not be comprehensive and should be used as an indication of provision rather than definitive. The key findings from the benchmarking were:

- The number of **immediate seafront** spaces per 1,000 annual visitors provided in Southend (0.56) and per 1,000 population (8.5) was the highest of all four resorts. The immediate seafront is essentially the road which runs along the seafront including on-street parking on that road and in off-street car parks accessed directly from it.
- The number of **central area** spaces per 1,000 residents in Southend is 32, more than Brighton (21) but less than Blackpool (41) and Bournemouth (35). The central area is the wider town centre, including the immediate seafront.
- In terms of provision of central area parking spaces per 1,000 annual visitors, Southend has more (2.1) than the other resorts (Bournemouth 1.0, Brighton 0.6, Blackpool 0.5).
- Parking in Southend is notably cheaper than in other resorts at an average of £1.11 per hour, less than half the average hourly rate in Brighton (£2.74).
- The average rate for long-stay parking in Southend (£1.29) is higher than in Bournemouth (£1.13) and Blackpool (£1.10) but still significantly lower than in Brighton (£2.52). Southend is the only resort where the average hourly fee for long stay parking is higher than the average hourly rate for short stay parking. It is possible that this encourages use of short-stay parking by residents in Southend who then occupy spaces for local trips that could be used by longer distance visitors who are less likely to have alternative travel options.

1.42 In terms of transferability of approaches to the Southend Central Area, Blackpool maintains a large amount car parking which lies empty for much of the year which would not be an economically viable option for Southend given the limited amount of spare land.

- 1.43 Approaches in Brighton are transferable, particularly integration of online car parking information within a local travel portal providing a “one-stop-shop” for local travel information and provision of a park and ride service for peak periods, using an existing public transport link.
- 1.44 Bournemouth takes a similar approach to Southend, using VMS on key access routes to direct drivers to parking areas with spare capacity. This is supported by cheaper rates to use those car parks, (though the VMS does not display those rates). Feedback from Bournemouth noted that beach users prefer to park on the seafront parking regardless of cost so any variable pricing strategy would need to be supported by information, marketing and promotion of discounted rates.

5. A Review of other Evidence on Parking Provision from recent Planning Permissions in the Central Seafront Area

- 1.45 This section sets out a summary of a review of the transport evidence of four major developments in the Central Seafront Area that have been granted planning permission in the last three years. Full details of each planning application, including plans and supporting statements, can be accessed via the Council’s Public Access system:
<https://publicaccess.southend.gov.uk/online-applications/>.
- 1.46 A review was made of the level of parking proposed to be provided by each development (in respect of SoSBC’s parking standards), including a review of any supporting statements and justification provided for the level of provision, in order to determine whether sustainable travel options are being promoted through development in the Central Area.
- 1.47 In general, these developments¹⁶ provided parking at levels below the maximum standards (for non-residential uses), considering the sustainability of their locations, with improved pedestrian footways and cycleways, and access to a range of bus and rail services with frequent services, which enable residents, visitors and staff to take advantage of modes of travel other than the private car, and that these more sustainable forms of travel are promoted through Travel Plans associated with these developments.
- 1.48 A summary of the findings is available in Appendix B.

6. Representations to the SCAAP Consultation

- 1.49 Representations were made during publication of the Revised Proposed Submission SCAAP relating to car parking and the supporting Car Parking Study for the Central Area of Southend. This section considers the key themes raised and considers how the SCAAP ensures that a level and quality of parking is provided that supports the vitality and viability of Southend Central Area whilst accommodating all modes in line with the NPPF.

Theme: Ample provision of car parking to accommodate visitor trips to Southend, particularly during the peak times.

- 1.50 Representations by the tourist industry and other consultees noted that there is a heavy reliance on the income generated during the busiest days of the year to subsidise the less busy periods. Evidence was presented which suggested a reliance on travel by private car visitors to

¹⁶ Four developments that have been granted planning permission within the past 3 years were reviewed. These developments are: Indoor Fun Park, Adventure Island, Western Esplanade (Ref. SOS/14/00069/BC4M); Sea Life Adventure, Eastern Esplanade (Ref. SOS/14/00038/BC4M); Marine Plaza, Marine Parade (Ref. SOS/14/01462/FULM); The Esplanade, Western Esplanade (Ref. SOS/15/01842/FULM).

the Central Area and there was concern that the SCAAP did not propose additional car parking provision in the Central Area (South) to accommodate existing demand for parking by visitors and to facilitate growth of this sector.

- 1.51 Opposing this view, other consultees also felt that parking provision in the Central Area was already sufficient or too high, with concerns that parking areas which are only full during peak times do not contribute to the local economy outside of peak times and that additional supply would impact negatively on the town through loss of visual amenity, congestion, and by worsening air quality.
- 1.52 As stated in the SCAAP, SoSBC supports the growth of the tourism sector and recognises its importance to the town (Strategic Objectives 1 and 5; Policy CS1). There is a need to balance the high demand for car parking on a minority of days (as illustrated in Figures 1 and 2 earlier) with the need to accommodate visitor by all modes and sustainably, as well as to maintain and enhance quality of life in the Central Area and its status as an attractive tourist destination. Evidence from the analysis of car parking data for the Central Area (from video surveys and VMS) does not justify provision of additional parking supply throughout the year but does highlight excess demand for parking during peak period.
- 1.53 Policy DS5 identifies a number of measures which will accommodate demand for travel to Southend Central Area during peak periods.

Theme: Concern that the car parking study did not include all car parking areas within the Central Area and, therefore, under-estimated supply of car parking and occupancy.

- 1.54 There was concern expressed that the parking strategy and study work undertaken did not cover all of the available parking areas in the Central Area and was therefore not a reliable basis for development of SCAAP policies.
- 1.55 SoSBC used a range of data sources to inform the parking strategy and study. This included video surveys of the majority of parking areas over six days between August 2015 and May 2016 plus detailed analysis of data from SoSBC's Controlled Parking Operating System (refer to Appendix C). While there were some areas which were not covered either by the surveys or parking system, the study covered the main publicly available car parking areas of Central Area including all of the key off-street car parks. Where on-street parking areas were not included this was because they are less suitable for visitor parking (e.g. in residential areas or are part of resident parking zones). The Council must retain flexibility over the use of these areas. Further much of the on-street car parking areas are small (of fewer than 50 spaces) which are less suitable to be signed for visitors arriving in Southend, due to the limited capacity available and often include loading bays and disabled bays. Some off-street car parks were also excluded as described below:
- *Portcullis House, Central Area North*: a temporary car park which will not form part of the Southend parking supply in the medium to long term. No data available;
 - *Southend Central Station, Central Area South*: Being located next to the Southend Central Railway Station a good proportion of spaces are likely to be occupied by out-commuters, rather than visitors to Southend. However, this has not been verified and no surveys or VMS data was available for the parking study. It is therefore difficult to ascertain whether the car park is a 'Key Visitor Car Park'. This will be kept under review as part of the preparation of the Southend New Local Plan.
 - No data available and may not form part of the Southend parking supply in the medium to long term;

- *Marine Plaza, Central Area South*: a temporary car park which will not form part of the Southend parking supply in the medium to long term. The area is within Opportunity Site CS1.3: Marine Plaza, which benefits from a current planning permission. No data available;
- *Beach Road, Central Area South*: A small secondary car park, less suitable to be signed for visitors arriving in Southend due to limited capacity. No data available
- *Sainsburys, Central Area North*: short stay car park, primarily for supermarket customers. No data available;
- *Premier Inn, Central Area South*: primarily for hotel guests. No data available;
- *The Range, Central Area North*: primarily for customers. No data available.

1.56 In obtaining data on occupancy for the majority of the parking areas in the Central Area across a number of days and assessing the pattern of occupancy across the year from Controlled Parking Operating System data, the evidence considered in the parking study is proportionate and reasonable evidence providing a sound basis for the policies within the SCAAP.

Theme: Concern about the reliability of the Controlled Parking Operating System data used to understand parking demand in the car parking study which informed the SCAAP

1.57 A particular concern was whether the Controlled Parking Operating System data accurately captures the number of peak days in Central Area South (when occupancy of parking areas exceeds 85%). The study primarily relies on video surveys to understand occupancy at peak periods. Nevertheless, SoSBC reviewed the Controlled Parking Operating System and logged separately any faults identified. The conclusion was that the system is robust and provides a valuable dataset for analysing past trends.

1.58 The Controlled Parking Operating System data has been most useful in providing an indication of levels of occupancy across the year in the main parking areas of Southend, highlighting the spare capacity that exists in the Central Area on most days.

Theme: High reliance on car travel by visitors to Southend, limited ability to achieve modal shift

1.59 Several consultees commented that visitors to the Central Area mainly arrive by car and expressed doubt that the measures proposed in Policy DS5 'Transport, Access and Public Realm' would achieve shift to more sustainable transport modes. Other consultees however noted the importance of enhancing public transport, walking and cycling options.

1.60 Policy DS5 'Transport, Access and Public Realm' aims to improve access to, from and within the Central Area through a range of measures, including a review of signage and implementation of an integrated signage strategy, bus priority measures, and improving the quality of existing and promoting the creation of new and enhanced pedestrian and cycle priority routes, to benefit all users including residents, particularly those in the Central Area where car ownership is lower than average¹⁷ and visitors.

1.61 SCAAP policies (including DS5 and provisions made in the policy areas) to enhance sustainable transport options and facilitate access to the Central Area by walking, cycling and public transport are in line with national policy as set out in the NPPF, which encourages local authorities to, *among other things*, support a pattern of development that facilitates the use of sustainable modes of transport, where reasonable to do so (paragraph 30). Given the

¹⁷ Census 2011

accessibility of the Central Area by sustainable modes of transport, including frequent rail and bus services, and the measures set out in Policy DS5, this is considered a reasonable approach. Nevertheless, the SCAAP also provides a robust policy for managing access to the Southend Central Area by car.

1.62 Theme: A strategy to increase parking stock in the central area by 25% by 2021 to take account of Local Transport Plan

The Local Transport Plan 3 (LTP3) (2015) states at paragraph 5.32: *'Based on employment and retail proposals together with wider population and economic growth predictions, town centre car park demand is expected to increase by at least 25% by 2021. This highlights the need to manage the impacts of growth and development in a sustainable manner.'*

This LTP3 reference is based on a Parking Strategy Report (PSP) commissioned by Renaissance Southend Limited (RSL) and undertaken by Atkins to support their Central Area Masterplan (CAM). The PSP was published by RSL in 2008 with a baseline of 2007. RSL was an urban regeneration company that was dissolved in 2010.

Firstly, it is important to recognise that the 25% increase in parking demand was based on demand associated with the CAM. The CAM growth targets¹⁸ in terms of floorspace and dwelling numbers are significantly higher than that of the SCAAP and therefore the 25% increase in demand cannot be applied to the development proposed by the SCAAP.

Also, in reference to the 25% increase in parking demand, the PSP states that there was a clear need to manage the growth in a sustainable manner, and the main elements of the strategy were:

- To introduce a two-tier pricing structure and some length of stay restrictions;
- To encourage the use of non-car transport modes: there is no increase in public off-street parking provision;
- To use the existing number of parking spaces more effectively;
- To encourage the use of the outer car parks by short-term users to ease congestion in the central car parks; by making the parking charges significantly lower than for the Central car parks; the walking routes to the town centre should be convenient, attractive and safe;
- To give more information to visitors about parking availability;
- The use of season tickets at the most central (and congested) car parks should be ended (although with continuing concessionary arrangements for local residents);
- The growth in privately supplied parking (public off-street and PNR) should be closely controlled through development control for new developments.

Clearly some of the findings are similar to that of the Car Parking Study (SDG, 2016). The PSP demand forecast is based on floorspace and dwelling targets set out in the CAM, which are significantly higher than those set out in the SCAAP. Further, the PSP is some 10 years old and it is considered that the SDG Parking Study is more up-to-date and relevant in the context of the SCAAP and, therefore, future updates to the Local Transport Plan will no longer make reference to the findings of the PSP.

¹⁸ CAM indicative growth targets: Retail 76,000 sqm, Office 115,00 sqm; Education 30,000 sqm; Culture/ Leisure 21,000 sqm; Health 4,000 swm; Hotel 7,500 sqm; Residential 3,160 dwellings; Student Residential 337 dwellings.

7. Implementing Parking Policies / Commitments of the SCAAP

- 1.63 The SCAAP Policy DS5 ‘Transport, Access and Public Realm’ includes a commitment to ensure that there is no net loss in car parking to the south of the Central Area (south of the Southend Central railway line).
- 1.64 For clarity, these provisions of Policy DS5.2.b relate to the key visitor car parks located within 10 minutes’ walk of the shoreline and generally located south of the central railway line which are most suitable for accommodating visitor trips. The policy aims to maintain capacity at a level that supports the vitality and viability of the SCAAP area and enables the delivery of relevant Opportunity Sites.
- 1.65 The total Central Area South parking supply is shown in Table 4 below. There may be reductions / increases in supply at individual parking areas during the course of the SCAAP – the policy will seek to ensure that the overall total is not reduced.

Table 4: Key Visitor Car Parks in Central Area ‘South’ (i.e. within 10 minutes’ walk of the shoreline)*

| Car Park | Capacity |
|--------------------------------|--------------|
| Alexandra Street | 74 |
| Clarence Road | 126 |
| Eastern Esplanade | 67 |
| Fairheads | 211 |
| Seaway | 478 |
| Shorefield | 125 |
| The Royals Shopping Centre | 426 |
| Tylers | 249 |
| Western Esplanade Central | 585 |
| Western Esplanade East Section | 128 |
| York Road | 93 |
| Total | 2,562 |

- 1.66 York Road and Clifftown Road on-street parking areas have been removed from the list of Central Area parking areas as presented in Table 3.3 of the Parking Study for reasons explained below. York Road off-street parking has also been included.¹⁹
- 1.67 Development proposals that come forward on key visitor car parking areas to the south of the central area will need to ensure that there is no net loss within the key visitor car parks as identified in the SCAAP (Policy DS5.2.b) and Table 4 above. Any planning application would need to be accompanied by a detailed transport assessment that would include an analysis of the impact of the additional parking demand generated by the proposed development on the identified key visitor car parks, having regard to adopted parking standards, linked/ combined existing trips, availability of parking in other convenient locations, and opportunities for further mode shift through the travel plan process.

¹⁹ All of the Key Visitor Car Parks in the Central Areas South listed in Table 4 have been analysed as part of the Parking Study. York Road (on-street), which has been removed was also analysed and forms part of the results. However, this car park only consists of 20 spaces and would not materially change the results of the study.

1.68 The provisions of Policy DS5.2.b only apply to the key visitor car parks referenced in Table 4. Not included in the policy are:

- On-street parking areas not located immediately adjacent to the seafront that are primarily within residential areas or are part of resident parking zones. The Council must retain flexibility over the use of these areas, which includes a number with residential parking controls;
- On-street parking areas with limited capacity. The Council must retain flexibility over the use of these areas, which often include loading bays and disabled bays and smaller parking areas (of fewer than 50 spaces) are less suitable to be signed for visitors;
- 'Unofficial' off-street car parks which have emerged on derelict / vacated sites or may emerge during the course of the SCAAP period. The principal example is the car park on the Marine Plaza site which is not considered as part of the key parking network and does not have appropriate planning permission in place.
- Small car parks (of fewer than 50 spaces) which are less suitable to be signed for visitors arriving in Southend, due to the limited capacity available. Beach Road car park is not included for this reason.

8. Suggested Amendments to SCAAP Policy DS5 and Supporting Text

1.69 Having regard to the above, the following suggested amendments to the SCAAP in relation to Policy DS5 and supporting text, to provide for further clarification, are proposed. These form part of a number of suggested changes to the Plan which are detailed in the separate document 'Schedule of Suggested Amendments' which can be viewed on the Council's website.

Suggested amendments to SCAAP in relation to Policy DS5 'Transport, Access and Public Realm' and supporting text to provide further clarification – shown in blue font and underlined:

1. The following amendment is suggested to the SCAAP to emphasise the importance of quality signage as part of traffic management improvements - insert at the end of the first sentence of paragraph 129 of the supporting text, the following:

Improving signage will aid way-finding, promote ease of movement through Southend Central Area and should encourage more linked trips, highlighting linkages between the town centre and central seafront area, as well as between Southend Central Railway Station, Southend Victoria Railway Station and bus interchange, and the travel centre. They will also aid drivers in finding the most appropriate car park for their journey purpose and inform them of the availability of spaces. This will be particularly important for visitors to the town unfamiliar with the local road system.

2. The following amendment is suggested to the SCAAP to clearly outline how the no net loss of parking to the south of the central area will be applied, making it clear that this relates to the key visitor car parks serving this area - amend bullet point 1 of paragraph 136 of the supporting text as follows, and update numbering of all subsequent footnotes:

- ensure there is no net loss in car parking to the south of the Central Area (for the purposes of Policy DS5.2.b, these are the key visitor car parks¹³ located within 10 minutes' walk of the shoreline and generally located south of the central railway line), and to maintain overall capacity at a level that supports the vitality and viability of the SCAAP area, and enables the delivery of relevant Opportunity Sites;

¹³ Key visitor car parks within 10 minutes' walk of the shoreline, as surveyed in the Car Parking Study, are comprised of: Eastern Esplanade (67 spaces), Alexandra Street (74 spaces), Fairheads (211 spaces), Seaway (478 spaces), Shorefield (125 spaces), The Royals Shopping Centre (426 spaces), Western Esplanade central (585 spaces), Western Esplanade east section (128 spaces), Clarence Road (126 spaces), Tylers (249 spaces), York Road (93 spaces).

3. To provide further clarity regarding how the no net loss of parking to the south of the central area will be applied, making it clear that this relates to the key visitor car park serving this area, the following amendment is suggested to the SCAAP Policy DS5.2.b as follows:

b. Ensure that there is no net loss in car parking** to the south of the Southend Central Area.

** Key visitor car parks within 10 minutes' walk of the shoreline, as surveyed in the Car Parking Study, are comprised of: Eastern Esplanade (67 spaces), Alexandra Street (74 spaces), Fairheads (211 spaces), Seaway (478 spaces), Shorefield (125 spaces), The Royals Shopping Centre (426 spaces), Western Esplanade central (585 spaces), Western Esplanade east section (128 spaces), Clarence Road (126 spaces), Tylers (249 spaces), York Road (93 spaces).

4. Further, amendments are suggested to Maps 4 and 5 of the SCAAP so that the parking spaces reflect the 'key visitor car parks' as reviewed in the Car Parking Study, and referred to in the suggested amendments to Policy DS5.2.b and paragraph 136 of the supporting text.

Appendix A – Completed and Identified Transport and Public Realm Schemes serving the Central Area

- 1.70 Topic Paper 2: Strategic Highway Network provides a commentary of how the existing strategic transport network has been upgraded and enhanced to support the growth targets of the Core Strategy, including those for town centre and central area and seafront.
- 1.71 A number of transport and public realm schemes have already been successfully delivered in recent years and further are planned within or near the central area aimed at improving transport choice, highway accessibility, connectivity, road safety and the public realm. These are set out below.
- **A127 Progress Road Junction Improvement:** An at-grade improvement at the Progress Road junction (A127) supports the delivery of employment and housing in the Core Strategy. Key locations include the local Progress Road Business Park, industrial areas, London Southend Airport, the Town Centre and Shoeburyness. (£5,062,000 / Community Infrastructure Fund 2 and SoSBC / completion 2011)
 - **A127 Cuckoo Corner Junction Improvement:** An at-grade improvement to reflect the need to improve capacity of the junction, reduce severance and improve pedestrian and cycle facilities. The Junction Improvement supports the predicted growth associated with the adopted Core Strategy including that of the London Southend Airport and Southend town centre and central area. The improvement supports growth of Rochford. (£5,000,000 / Department for Transport / completion 2011)
 - **A127/A1015 Kent Elms Junction Improvement:** An at-grade improvement to reflect the need to improve capacity of the junction, reduce severance and improve pedestrian and cycle facilities. The Junction Improvement will support the predicted growth associated with the adopted Core Strategy including that of the London Southend Airport and Southend town centre and central area. The improvement will also support growth of Rochford. (£6,500,000 / Local Growth Fund and SoSBC / completion Summer 2017)
 - **A127 The Bell Junction Improvement:** An at-grade improvement to reflect the need to improve capacity of the junction, reduce severance and improve pedestrian and cycle facilities. The Junction Improvement will support the predicted growth associated with the adopted Core Strategy including that of the London Southend Airport and Southend town centre and central area. The improvement will also support growth of Rochford. (£5,020,000 / Local Growth Fund and SoSBC / commencing 2018/19)
 - **Southend Central Area Transport Schemes:** This includes: Victoria Avenue / East Street junction improvements; Victoria Avenue / Carnarvon Road junction improvements; Great Eastern Avenue improved access; Victoria Avenue service road upgrade; Public Realm Improvements; and London Road improvements (£7,000,000 / Local Growth Fund / between 2016 and 2020)
 - **A127/A13 Victoria Gateway Improvement:** The public realm improvement supports regeneration and the delivery of employment and housing in both Southend and across the wider Thames Gateway South Essex. Removing the barrier to direct north south access for pedestrians, cyclist and buses, the scheme has created a strong visual identity and clear sense of arrival at the 'Gateway' to the Central Area. A new transport hub allows transfer between modes directly outside Southend Victoria Railway Station.

(£7,600,000 / Homes and Communities Agency, SoSBC and European Structural and Investment Funds / completed 2011)

- **A127/B1013 Tesco Junction Improvement:** An at-grade improvement to reflect the need to improve capacity of the junction, reduce severance and improve pedestrian and cycle facilities. The Junction Improvement will support the predicted growth associated with the adopted Core Strategy including that of the London Southend Airport and Southend town centre and central area. The improvement will also support growth of Rochford. (£4,700,000 / DfT Pinch Point Programme / completed 2015)
- **City Beach Phase 1:** The improvement to Marine Parade supports the regeneration of Southend's commercial seafront, creates a quality visitor experience, plays a major role in changing perceptions of Southend and promotes the seafront for growth and development opportunities. Previously, wholly dominated by traffic, the seafront was an area of parking conflict, guardrail, signs and speed tables with signalised crossings widely ignored by pedestrians. The seafront, consequently, suffered from severance locally and from the adjacent Town Centre. (£7,600,000 / Homes and Communities Agency and SoSBC, completed 2011)
- **Pier Hill Improvements:** Completed in 2004 and provided improved public realm and links between the central seafront and town centre, including the installation of two lifts.
- **Better Buses Fund:** Introduction of borough wide better interchanges / bus stops improvements, parking and lining reviews to improve bus punctuality and journey time reliability and support for smart card. (£1,577,00 Department for Transport / SoSBC / completed 2014)
- **South Essex Active Travel Fund:** This is a 3 year fund of 3.2m promoting sustainable travel across South Essex, principally for improving access to employment and education.
- **Local Sustainable Transport Fund (LSTF):** the DfT awarded the Council a £4.82m grant (£2.175m capital) in the first tranche of Local Sustainable Transport Funding from 2011/12 to 2014/15. The LSTF programme is designed to continue and boost the promotion and development of sustainable travel started through the LTP3 and the Cycle Southend project. The main objectives of the programme are to create economic growth and revitalise the economy, reduce carbon emissions and help tackle climate change. There are also important links with the active travel and health.
- **Better Queensway:** Regeneration project transforming the town centre with new and improved transport layouts, improved and increased residential accommodation, commercial premises and community space.
- **Improved Car Park Signage and Guidance Systems:** This scheme is to develop and improve the car park signage (including Variable Message Signs) for the whole Borough and to introduce new signage especially for other seafront car parks. (£485,000 / SoSBC / between 2017 and 2020)
- **Car Parking in the Town Centre and Central Seafront:** This scheme is to review options and provide additional car park capacity at sites in the south of the Central Area. (£5,000,000 / SoSBC / between 2017 and 2021)

Appendix B

- 1.72 SoSBC's Development Management Development Plan Document (DMD) was adopted in July 2015. Policy DM15 'Sustainable Transport Management', and associated Appendix 6 'Vehicle Parking Standards', set out detail of parking standards for the Borough. These standards are based on the Essex Planning Officers Association (EPOA) Parking Standards 2009, including cycle parking provision.
- 1.73 In accordance with guidance contained within the EPOA Parking Standards 2009, SoSBC considered it to be appropriate to set a lower provision of vehicle parking standards in the Central Area in recognition that town centres have good public transport provision, and have services and facilities within walking distance, making sustainable travel choices a realistic alternative for many people without compromising its vitality.
- 1.74 Nevertheless, Policy DM15 allows for these standards to be applied flexibly where it can be demonstrated that the development is proposed in a sustainable location with frequent and extensive links to public transport, particularly within the most sustainable location of the Central Area, and where the rigid application of these standards would have a detrimental impact on local character and context.
- 1.75 Prior to the adoption of the DMD in July 2015, SoSBC's parking standards were set by the EPOA Vehicle Parking Standards 2001. This applied maximum standards to both residential and non-residential development types.
- 1.76 In general, it can be seen from the information set out below that for these developments, set out below²⁰, the sustainability of the location was considered. That with improved pedestrian footways and cycleways, and access to a range of bus and rail services with frequent services, residents, visitors and staff are enabled to take advantage of modes of travel other than the private car, and that these more sustainable forms of travel are promoted through Travel Plans associated with these developments.
- 1.77 Where residential uses form part of a development, which it does in the case of Marine Plaza (SOS/14/01462/FULM) and The Esplanade (SOS/15/01842/FULM), the car parking provision for the residential element of the schemes has sought to comply with SoSBC's residential parking standards.
- 1.78 In the case of non-residential development, only the Marine Plaza scheme provides commercial car parking (10 spaces). While parking standards for non-residential uses are expressed as maximums, as highlighted above, justification primarily focuses on:
- the location of the sites being advantageous for sustainable travel opportunities for visitors and staff;
 - together with a range of public car parks within reasonable walking distance in the central seafront area and town centre; and

²⁰ [1] Four developments that have been granted planning permission within the past 3 years were reviewed. These developments are: Indoor Fun Park, Adventure Island, Western Esplanade (Ref. SOS/14/00069/BC4M); Sea Life Adventure, Eastern Esplanade (Ref. SOS/14/00038/BC4M); Marine Plaza, Marine Parade (Ref. SOS/14/01462/FULM); The Esplanade, Western Esplanade (Ref. SOS/15/01842/FULM).

- the importance of linked trips – with visitors spending time in the town centre and seafront therefore not generating additional demand.

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| Indoor Fun Park, Adventure Island, Western Esplanade (Stockvale Group) |
| Planning Reference: SOS/14/00069/BC4M |
| Date of consent: 25.04.2014 |
| Summary of Development: Erect building to create indoor adventure fun park to eastern side of the pier at Adventure Island. (Development completed, and opened in 2015) |
| Supporting Documents: <u>Transport Statement:</u> <ul style="list-style-type: none"> - All weather attraction, extending the length of the season. - No new on-site car parking proposed; 10 new cycle parking spaces proposed. - Site well located to take advantage of sustainable travel opportunities for visitors and staff. - Safer and more permeable pedestrian environment in seafront area due to recent Council investments in Pier and surrounding area. Walking desirable either as multi-modal journey (with rail or bus) or as a main mode. - Highly accessible by bus given location at heart of seafront and close to the town centre; Southend Travel Centre in c. 500m (6 minute) walk, bus stop within c. 700m (9 minute) walk of the site. The availability of bus services actively encourages the use of buses for staff and visitors. - Highly accessible by rail, Southend Central station c. 650m (8 minute) walk, Southend Victoria station a c. 1km (13 minute) walk. Both with a frequent service, encourages the use of buses for staff and visitors. - Lists a number of public car parks within reasonable walking distance of the site, including some within the town centre, such as Victoria Shopping Centre, Warrior Square and Tylers Avenue. - Notes that congestion can occur on routes to the seafront at peak season/times. However, notes there is seen to be capacity across the town centre car parks. <u>Travel Plan</u> <ul style="list-style-type: none"> - Majority of employees reside in Southend or nearby and walk/cycle/use public transport to travel to/from work. No car parking spaces provided for staff. Majority of visitors are from Southend, across the Borough and Essex. - Measures proposed in the travel plan for visitors primarily focus on publicity and financial incentives to promote and encourage the use of public transport, as well as walking and cycling for local visitors. - Public transport promoted via adventure island website. - Draws reference to promotions with c2c (the rail operator) whereby it is free to travel on c2c trains from any station along the route from London Fenchurch Street to Southend Central when an adventure island wristband is purchase from the station. The take up of this offer is reported to have averaged between 11,000 and 20,000 visitors to Adventure Island and Sealife Adventure annually. |

Sea Life Adventure, Eastern Esplanade (Stockvale Group)**Planning Reference:**

SOS/14/00038/BC4M

Date of consent: 11.06.2014**Summary of Development:**

Extend existing sea life centre to east, lay out outdoor enclosures and children's play area.

Supporting Documents:Transport Statement

- Will not result in a pro-rata increase in trip attraction. It will increase tourist offer on days of inclement weather in the summer, lengthen visitor stay and attract additional visits in months when visitor number are lower and capacity of network under less stress than the summer.
- Opportunities for walking and cycling, and good access to public transport. Highlights, para. 4.7, that: 'The pedestrian link between Southend Victoria station, the town centre and Seafront is now direct and safe, and encourages greater use of public transport by visitors to the Seafront.'
- Public car parking within reasonable walking distance of the site, located on seafront and in the town centre.
- VMS appears to be focussed on directing visitors to seafront car parks – congestion can occur at peak season / times. However, on average town centre car parks have lower occupancy rates.
- Recognises that significant investment by the Council in local infrastructure in recent years, including highways improvements at Progress Road and Cuckoo Corner to address high levels of visitors travelling by car at peak times, together with works to improve Victoria Avenue.
- Highlights that many existing visitors are local residents.
- Draws reference to promotions with c2c (the rail operator) whereby it is free to travel on c2c trains from any station along the route from London Fenchurch Street to Southend Central when an adventure island wristband is purchase from the station. The take up of this offer is reported to have averaged between 11,000 and 20,000 visitors to Adventure Island and Sealife Adventure annually.
- Existing on-site parking for 12 cars, reduced to 4 cars as part of development proposals, 10 cycle spaces proposed.
- Customer car parking reliant on public car parking in the locality.

Travel Plan:

- 'walking a desirable mode of travel for staff and visitors alike; either as part of a multi-modal journey (with rail or bus) or as a main mode.'
- Majority of employees reside in Southend or nearby and walk/cycle/use public transport to travel to/from work. No car parking spaces provided for staff.
- Seafront car parks become busy at peak times, car-borne trips are only restricted by parking availability which, it highlights, is 'plentiful when considering the Seafront and town centre parking collectively; especially on days of inclement weather when Sealife Adventure is busiest.'
- Majority of visitors are from Southend, across the Borough and Essex.
- Measures proposed in the travel plan for visitors primarily focus on publicity and financial incentives to promote and encourage the use of public transport, as well as walking and cycling for local visitors.
- Public transport promoted via adventure island website.
- Draws reference to promotions with c2c (the rail operator) whereby it is free to travel on c2c trains from any station along the route from London Fenchurch Street to Southend Central when an adventure island wristband is purchase from the station. The take up of this offer is reported to have averaged between 11,000 and 20,000 visitors to Adventure Island and Sealife Adventure annually.

- 'many visitors to Southend will spend the whole day, shopping in the town centre, enjoying the central seafront (including Adventure Island) and then walking along the promenade to Sealife Adventure. As such, the walk effectively forms part of visitors' day out in the town, and therefore should not be viewed in isolation of this.'

Marine Plaza, Marine Parade (Goldfield Development Ltd)

Planning Reference:

SOS/14/01462/FULM

Date of consent: 22.07.2015

Summary of Development:

Demolish existing building and erect 282 self-contained flats in 6 blocks, erect 2,717sqm of commercial floorspace (A1, A3 and D2 uses, layout 318 underground parking spaces.

Supporting Documents:

-260 allocated residential parking spaces, 28 disabled spaces, 20 visitor parking spaces, 8 motorcycle spaces.

- 499 covered cycle parking spaces, 474 for residential use, 27 for commercial use.

Residential Travel Plan:

- Encouraging modal shift from single occupancy car, to reduce impact on the road network, and encourage sustainable modes of travel.

- Recent improvements to streetscape, including City Beach, provide a more pedestrian and cyclist friendly environment, encouraging local people to make trips on foot or by bike.

- Site highly accessible by non-car modes of transport; excellent local bus provision in vicinity with a frequency of services that could enable residents to use them to commute to work; Southend Travel Centre approx. 650m from the site, Southend Central Railway Station approx. 775m from the site.

- Predicted modal split of 43% residents using single occupancy vehicle.

Commercial Travel Plan Statement:

- Development will include 10 operational commercial parking spaces, 27 cycle parking spaces for commercial uses.

- Encouraging modal shift from single occupancy car, to reduce impact on the road network, and encourage sustainable modes of travel.

- Recent improvements to the streetscape, including City Beach, provide a more pedestrian and cyclist friendly environment, encouraging local people to make trips on foot or by bike.

Site considered to be potentially accessible by foot from Southchurch, Clifftown, Porters Town and the Town Centre.

Transport Assessment:

- Residential parking provision broadly in line with the Council's parking standards.

- Technical note provided to justify commercial provision below maximum level of parking – highlights that providing a maximum level of parking would undermine the objective of encouraging travel by sustainable modes of transport; proposed commercial use will not generate a demand for additional parking on the basis that they will attract 'linked trips'; sustainability of sites location with excellent public transport availability;

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| The Esplanade, Western Esplanade (Redab Commercial Ltd) |
| Planning Reference: SOS/15/01842/FULM |
| Date of consent: 05.04.2016 |
| Summary of Development: Demolish existing building and erect 5 storey building comprising 23 self-contained flats with ground floor restaurant and basement parking. |
| Supporting Documents: <u>Transport Assessment:</u> <ul style="list-style-type: none">- Excellent provision of bus services to the area within walking distance of the site.- Existing parking provision is zero.- 1.13 spaces per dwelling provided (26 spaces in total including 3 disabled bays, 4 motorcycle spaces, 30 cycle parking spaces). No car parking for commercial use. <u>Travel Plan:</u> <ul style="list-style-type: none">- Development situated in location with good access to sustainable transport opportunities and as such will have minimal reliance on the private car.- Site in walking distance of town centre – expectation that the vast majority of non-travel to work trips will be over short distances and will not rely on the private car.- Encouraging modal shift towards walking, cycling and public transport use.- Site located in an accessible area, and it's envisaged that many leisure and shopping trips would be made on foot. |

Appendix C: Car Parks Surveyed as part of the Car Parking Study for the Central Area of Southend (Nov 2016)

| Off-street car park | VMS | Parking surveys | | | | | |
|--|----------|-----------------|-----------|-----------|-----------|-----------|-----------|
| | All days | 13 Aug 15 | 15 Aug 15 | 23 Mar 16 | 25 Mar 16 | 26 Mar 16 | 30 May 16 |
| Alexandra Street | ✓ | ✓ | ✓ | X | x | x | ✓ |
| Civic Centre Overground | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Civic Centre Underground | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Clarence Road | ✓ | ✓ | ✓ | X | x | x | x |
| Essex Street | ✓ | x | x | X | x | x | x |
| Fairheads Green | ✓ | ✓ | ✓ | X | x | x | ✓ |
| Library (Beecroft) | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Royals Shopping Centre | ✓ | x | x | X | x | x | ✓ |
| Seaway | ✓ | ✓ | ✓ | X | x | x | ✓ |
| Shorefield Road | ✓ | ✓ | ✓ | X | x | x | ✓ |
| Short Street | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Southend College | ✓ | x | x | X | x | x | x |
| Tylers Avenue | ✓ | ✓ | ✓ | X | x | x | ✓ |
| University Square | ✓ | ✓ | ✓ | X | x | x | x |
| Victoria Shopping Centre | ✓ | x | x | X | x | x | ✓ |
| Warrior Square | ✓ | ✓ | ✓ | X | x | x | ✓ |
| York Road | x | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| On-street parking | | | | | | | |
| Clifftown Road | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Eastern Esplanade | x | ✓ | ✓ | X | x | x | x |
| Elmer Avenue | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Queens Road | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Queens Road short-stay | x | x | x | ✓ | ✓ | ✓ | ✓ |
| The Leas | x | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Victoria Avenue | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Warrior Square | x | ✓ | ✓ | X | x | x | x |
| Western Esplanade Central | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Western Esplanade East Section | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Whitegate Road | x | ✓ | ✓ | X | x | x | ✓ |
| York Road | x | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ |
| Parking outside of Southend Central Area²¹ | | | | | | | |

²¹ Occupancy data for Leigh-on-Sea station and Two Trees car parks were not included in the analysis of occupancy of the Southend Central Area.

| | VMS | Parking surveys | | | | | |
|----------------------|-----|-----------------|---|---|---|---|---|
| Leigh-on-Sea station | x | x | x | ✓ | ✓ | ✓ | ✓ |
| Two Tree Island | x | x | x | ✓ | ✓ | ✓ | ✓ |
