

**Chapter Seven****Transport**

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**Transport**

## Introduction

- 7.1. This Chapter contains the policies relating to all aspects of transportation, and has been prepared against a background of on-going national and strategic studies, and within the context of increasing public concern with the environmental consequences of unrestrained traffic growth and the transport objectives of the Local Plan.
- 7.2. As well as the policies contained in this chapter the strategy and policies adopted in other chapters of the plan also impact upon transportation issues. Specifically, the Local Plan identifies a Green Belt that is drawn tightly around the urban area, with the result that new development will be concentrated in urban areas. This approach is further supported by the various policies in the Environment and Conservation chapter which further inhibit development beyond urban areas. The Plan specifically attempts to address the problems caused by excessive travel to work by the provision of additional employment land, the protection of existing employment land, and the facilitation of small scale businesses outside town centres or employment areas where appropriate. The shopping chapter concentrates on enhancing the vitality and viability of town centres to protect their role as focal centres accessible by a variety of transport modes and to protect the role of neighbourhood facilities.

## Objectives

1. To encourage improvements to the highway network to facilitate the movement of goods and people.
2. To encourage the provision of a network of roads based on a functional hierarchy which provides appropriate standards of service, according to the level of the road in the highway hierarchy.
3. To encourage the enhancement of the environment of residential and commercial areas by the concentration of vehicle movements onto appropriate roads in the network.
4. To encourage the retention and improvement of the bus network through the provision of appropriate facilities in association with new development.
5. To encourage train operators and the track authority to improve all aspects of rail service in the Borough.
6. To encourage the implementation of traffic management schemes to ease vehicle flow.
7. To protect the operational requirements of the Civil Aviation Authority in respect of Southend Airport.
8. To encourage better and safer mobility for all persons with disabilities.
9. To seek to reduce growth in the length and number of motorised journeys.
10. To encourage alternative means of travel such as walking or cycling which have less environmental impact than private car usage.
11. To retain, and where possible enhance, facilities for the promotion of the use of the River Thames for the transport of freight.

## Strategic Transport Policies

- 7.3. South East Essex continues to experience high levels of traffic delay and congestion, as the growth in traffic and development in previous years has outstripped road improvements. Such problems are likely to increase over the plan period since nationally it is recognised that car ownership and use will increase to the end of the century, placing further burdens on the highway network. A recent report by Essex County Council revealed a 29% increase in the number of vehicles licensed in Essex in the period 1981-1989, and an increase in average travel by car from 12,000 km p.a. to 16,000 km p.a. More cars are therefore being used more extensively than in the past. This has led to a significant increase in traffic levels, which are anticipated to grow by a further 25%-45% by the year 2000.
- 7.4. A number of major road schemes have been examined in and around Castle Point which may influence traffic patterns in the Borough. In particular, the Department of Transport is investigating the provision of a Lower Thames Crossing. A study has been completed and a Ministerial decision is awaited. At this point in time the Department of Transport cannot define a particular corridor which may be taken.
- 7.5. In the County Council's Transport Policies and Programme submission for 1995/96 (TPP21) the following major schemes which would be likely to have an effect on traffic flows in the Borough were proposed as part of the South East Essex Package:
- ☐ A130 Canvey Way dualling - Upgrading of Canvey Way to dual carriageway standard between Sadler's Farm and Waterside Farm roundabouts and the creation of a grade separated junction at Sadlers Farm Roundabout.
  - ☐ A130 Bypass (A132 to A127) - This would form stage 2 of a high quality strategic primary route linking Chelmsford and the A12 to South East Essex and the A127. A junction with the A130 to the south of the A127 is proposed.
- 7.6. The A130 Bypass was proposed in TPP21 for a 1997/8 start, and the dualling of Canvey Way for 1999/2000.
- 7.7. Despite the proposed improvements, the Council remains concerned in respect of highway infrastructure in Castle Point, and will continue to press the Highway Authority for improvements to the strategic highway network in the Borough, and in particular for the early dualling of Canvey Way.

**POLICY T1 - STRATEGIC HIGHWAY NETWORK**

THE COUNCIL WILL URGE THE HIGHWAY AUTHORITY TO UNDERTAKE IMPROVEMENTS TO THE STRATEGIC HIGHWAY NETWORK IN AND AROUND THE BOROUGH, INCLUDING THE DUALLING OF CANVEY WAY.

**The Highway Aspects of Development Control*****Intensification of Access Use***

- 7.8. Throughout the Borough traffic flows are impeded by slow moving traffic attempting to egress from the primary distributor roads. In order to facilitate the free flow of traffic and thus ease traffic congestion, delay and driver frustration, and to allow these roads to perform their function of channeling traffic efficiently between urban areas, the Council will consider all proposals for development adjacent to such roads in the light of the **Policy T2** below.

- 7.9. The Highway Authority will require the submission of a Traffic Impact Study to demonstrate that the existing highway provision can accommodate the requirements of the proposed development. Where such demonstration cannot be shown, permission will not be granted.

**POLICY T2 - INTENSIFICATION OF ACCESS USE**

PROPOSALS WHICH WOULD RESULT IN THE INTENSIFICATION OF THE USE OF EXISTING ACCESSES OR THE CREATION OF NEW ACCESSES ONTO ANY TRUNK, PRINCIPAL OR OTHER CLASSIFIED ROAD WILL, IN APPROPRIATE CASES, REQUIRE THE SUBMISSION OF A TRAFFIC IMPACT STUDY DEMONSTRATING THE ABILITY OF THE HIGHWAY NETWORK TO ACCOMMODATE THE PROPOSED DEVELOPMENT.

WHERE SUCH DEMONSTRATION CANNOT BE SHOWN, OR WHERE THERE IS A POLICY OBJECTION FROM THE HIGHWAY AUTHORITY, PERMISSION WILL BE REFUSED.

WHEN CONSIDERING APPLICATIONS THAT WOULD AFFECT THESE ROADS THE COUNCIL WILL CONSULT THE HIGHWAY AUTHORITY AND WILL TAKE THE ADVICE RECEIVED INTO ACCOUNT WHEN DETERMINING APPLICATIONS FOR PLANNING PERMISSION.

***Local Distributor Roads***

- 7.10. In the case of local distributor roads where the intention is to create a free flow of traffic, the number of access points shall be restricted. Where an alternative access is available, this should be used in preference to direct access from the local distributor.

**POLICY T3 - LOCAL DISTRIBUTOR ROADS**

PROPOSALS FOR DEVELOPMENT WHICH WOULD BE LIKELY TO LEAD TO THE PROLIFERATION OF ACCESS POINTS ONTO LOCAL DISTRIBUTOR ROADS WILL BE REFUSED.

***Large Scale Development***

- 7.11. In view of the problems of highway capacity within the Borough, it is essential that new development schemes do not prejudice the operation of the highway network. When considering applications for development, the Council will require evidence that the development proposed either would not overburden the highway network, or that improvements could be made to the highway network which would overcome any demonstrated difficulties. Where such demonstration cannot be shown, the Council will seek to refuse planning permission.
- 7.12. In addition to their immediate effect on the operation of the highway network, large scale developments may also have a wider impact on traffic flows in general. Development likely to generate trips should be encouraged in areas served by public transport or where other modes of transport may be used. Large scale developments may also offer opportunities to improve access for cyclists and pedestrians ( see also **Policy T10** ). When considering such development proposals, the Council will have regard to the need to minimise the extent of car travel and maximise opportunities for the use of alternative means of transport.

**POLICY T4 - LARGE SCALE DEVELOPMENT**

ANY DEVELOPMENT WHICH IT IS CONSIDERED WOULD OVERBURDEN THE HIGHWAY NETWORK WILL BE REFUSED WHEN CONSIDERING LARGE SCALE DEVELOPMENT PROPOSALS, THE COUNCIL WILL ALSO HAVE REGARD TO THE

NEED TO MINIMISE THE EXTENT OF CAR TRAVEL AND MAXIMISE OPPORTUNITIES FOR THE USE OF ALTERNATIVE MEANS OF TRANSPORT.

### ***Land South of Northwick Road***

- 7.13. The development of land to the south of Northwick Road for employment purposes will generate traffic which cannot be accommodated by the existing highway network capacity. Prior to the development of land for such purposes it is essential that additional highway capacity is provided. In order to achieve this an area of land has been safeguarded to the west of Canvey Road in order to facilitate a new access road between Canvey Road and land currently owned by British Gas Plc. The provision of such a road could facilitate the creation of an additional access to Charfleets Industrial Estate.

#### **POLICY T5 NEW LINK ROAD ACCESS TO EMPLOYMENT LAND**

LAND IS SAFEGUARDED, AS SHOWN ON THE PROPOSALS MAP, FOR THE PROVISION OF A NEW LINK ROAD BETWEEN CANVEY ROAD, AND THE BRITISH GAS SITE, WEST OF HAVEN ROAD, SUCH ROAD TO BE PROVIDED PRIOR TO THE DEVELOPMENT OF LAND SOUTH OF NORTHWICK ROAD FOR EMPLOYMENT PURPOSES.

#### **POLICY T6 ACCESS TO EMPLOYMENT LAND**

LAND IS SAFEGUARDED, TO THE SOUTH OF CHARFLEETS INDUSTRIAL ESTATE AS SHOWN ON THE PROPOSALS MAP, FOR THE PROVISION OF A NEW ROAD BETWEEN LAND SOUTH OF NORTHWICK ROAD AND HAVEN ROAD, SUCH ROAD TO BE PROVIDED PRIOR TO THE DEVELOPMENT OF LAND SOUTH OF CHARFLEETS INDUSTRIAL ESTATE FOR EMPLOYMENT PURPOSES. THE SAFEGUARDED LAND SHALL BE RETAINED FREE OF ANY DEVELOPMENT WHICH WOULD PREJUDICE THE PROVISION OF THIS ROAD. VALUABLE WILDLIFE FEATURES WILL BE PROTECTED.

- 7.14. In seeking to achieve improved access to the Charfleets Industrial Estate the Council has identified a southward extension to Romainville Way through land to the south of Charfleets Industrial Estate, as the preferred option. Such extension to junction with the proposed extension to the new Link Road identified in **Policy T6**. The construction of this link road, as well as serving the needs of any long-term employment land and providing an alternative access to Charfleets Industrial Estate, could provide an alternative access for operations on Haven Road, thus removing heavy goods vehicles from the northern end of Haven Road.

### ***Unmade Roads***

- 7.15. Within the urban areas of the Borough there are a number of unmade roads serving development. These roads are often of unsatisfactory width, lack adequate vehicle and pedestrian segregation, and can be visually unattractive.
- 7.16. In any scheme for the intensification of development served by unmade roads, the Council will seek the improvement of such roads to adopted standards at the developer's expense. Such improvements would include, as appropriate, the provision of footpaths, adequate drainage and street lighting.

#### **POLICY T7 - UNMADE ROADS**

THAT IN ALL APPLICATIONS FOR THE INTENSIFICATION OF DEVELOPMENT SERVED BY UNMADE ROADS, THE COUNCIL WILL SEEK APPROPRIATE IMPROVEMENTS TO THE HIGHWAY.

## Car Parking

### *Car Parking Standards*

- 7.17. With likely 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 4**, and in general reflect the standards recommended by the County Council for application throughout Essex.

#### **POLICY T8 - CAR PARKING STANDARDS**

THE COUNCIL WILL APPLY, WITH SPECIFIED EXCEPTIONS<sup>1</sup>, THE REVISED STANDARDS FOR CAR PARKING IN ESSEX, PUBLISHED BY THE ESSEX COUNTY COUNCIL.

- 7.18. <sup>1</sup>The 'specified exceptions' referred to in this policy are a set of parking policies specific to Castle Point and are referred to at **SPG20** to **SPG26**, and **Appendix 12**.

### *Short Stay Car Parks*

- 7.19. Within the Town Centres, it has not always been possible, or desirable in the past, for small scale development to provide on-site parking. For these developments, reliance has been placed on the provision of accessible public car parking and if existing town centres are to continue to operate efficiently such public car parks should be maintained and where appropriate improved.

#### **POLICY T9 - SHORT STAY CAR PARKS**

THE COUNCIL WILL SUPPORT THE PROVISION OF FURTHER SHORT STAY CAR PARKS WHERE THERE IS A LIKELY NEED OR WHERE OTHER ENVIRONMENTAL OR HIGHWAY BENEFITS COULD BE ACHIEVED AND WILL REFUSE PROPOSALS INVOLVING THE LOSS OF EXISTING CAR PARKS WITHIN THE BOROUGH.

## Cycleways

- 7.20. Planning Policy Guidance Note 13 seeks to reduce reliance upon the private car and encourage alternative means of travel which have less environmental impact. The Council recognises the desirability of encouraging cycling as an activity in the Borough, not only as a healthy and enjoyable exercise in its own right but as a means of helping to reduce the demand for travel by car. However, when providing new facilities for cyclists regard should be paid to the special needs of the disabled, particularly the visually impaired, particularly where it is intended to place cycleways alongside pedestrian facilities.
- 7.21. The Council's Technical Services Department, in consultation with Essex County Council and neighbouring Councils is endeavouring to expand the number of cycleways within the Borough and improve links with adjoining districts, and has produced a report demonstrating the potential improvements that can be made for cyclists within the Borough, entitled "A Better Way".
- 7.22. The Planning Authority also has a role to play in facilitating cycling activity by ensuring that the needs of cyclists are taken into account when development proposals are considered, in order that opportunities for new routes as part of major development proposals may be evaluated and that existing or proposed routes are not obstructed by development schemes.

**POLICY T10 - CYCLEWAYS**

THE COUNCIL WILL ENCOURAGE THE HIGHWAY AUTHORITY TO PROVIDE IMPROVED FACILITIES FOR CYCLISTS WITHIN THE BOROUGH, INCLUDING THE PROVISION OF CYCLEWAYS ON EXISTING HIGHWAYS AND WILL PROMOTE THE PROVISION OF FACILITIES FOR CYCLING, INCLUDING THE PROVISION OF BICYCLE PARKING WHEN CONSIDERING DEVELOPMENT PROPOSALS.

***Cycleway Construction***

- 7.23. The construction of new roads and the improvement of existing roads affords opportunities for the creation of further cycleways. Where possible and appropriate, advantage should be taken of such opportunities.

**POLICY T11 - CYCLEWAY CONSTRUCTION**

THE COUNCIL WILL SEEK THE PROVISION OF CYCLEWAYS WITHIN THE CONSTRUCTION OF NEW ROADS, WHERE APPROPRIATE, WITH THE LONG TERM INTENTION OF SECURING A BOROUGH-WIDE NETWORK OF CYCLEWAYS.

**Public Transport*****Bus Services***

- 7.24. Local Bus services from the Borough provide direct access to both Southend and Basildon. With the recognition of the environmental benefits associated with bus travel there has recently been an increased demand for improved bus services, which has been supported by local bus operators who are concerned about delays to buses as a result of heavy traffic flows during peak periods and have sought improvements in the form of bus priority and bus lanes. The provision of such facilities, due to financial and land constraints, are unlikely to be wholly successful in remedying the existing situation. However, it is considered that where appropriate improvements should be sought.

**POLICY T12 - BUS SERVICES**

WHERE APPROPRIATE, THE COUNCIL WILL SEEK TO SECURE IMPROVEMENTS TO BUS SERVICES IN THE BOROUGH THROUGH THE USE OF APPROPRIATE TRAFFIC MANAGEMENT MEASURES, SUBJECT TO THE AVAILABILITY OF RESOURCES. THE COUNCIL WILL ALSO ENCOURAGE THE HIGHWAY AUTHORITY TO TAKE INTO ACCOUNT OPPORTUNITIES FOR IMPROVED PUBLIC TRANSPORT INFRASTRUCTURE WHEN CONSIDERING HIGHWAY SCHEMES.

**Traffic Management**

- 7.25. It is not the purpose of local plans to set out detailed traffic management proposals. This function is the responsibility of the local highway authority.
- 7.26. Recent Planning Policy Guidance states that traffic management can be a useful tool in encouraging walking and cycling, improving the quality of local neighbourhoods, and making the streets safer for children and adults. Physical features such as road humps, chicanes and narrowing can help to keep vehicle speeds down and improve driver behaviour. Regard should be had, however, to the needs of people with disabilities when designing such schemes.
- 7.27. The local plan attempts where possible to concentrate new development within existing urban areas. As a complement to this strategy, traffic management schemes can help to

make the best use of the existing road network and minimise problems of congestion and delay within urban areas. The Council believes that traffic management of the Borough should be reviewed on a regular basis, and will encourage the Highway Authority to undertake new schemes as appropriate.

**POLICY T13 - TRAFFIC MANAGEMENT**

THE COUNCIL WILL REQUIRE THE HIGHWAY AUTHORITY TO REVIEW TRAFFIC MANAGEMENT IN THE BOROUGH ON A REGULAR BASIS AND WILL REQUEST THAT NEW SCHEMES BE UNDERTAKEN AS APPROPRIATE.

**Air Traffic Control**

7.28. Although Southend Airport is located outside the Borough boundary, the Council has a statutory duty to consult with the Civil Aviation Authority on certain types of development that might prejudice the safe operation of this facility. Principally these procedures relate to the development of buildings or structures above certain heights, but additionally, schemes of landscaping, tree planting or waste disposal and the establishment of reservoirs, nature reserves or bird sanctuaries may also require consultation.

7.29. In order to ensure the safe operation of Southend Airport, the Council will consult the Civil Aviation Authority when considering applications for development which may affect the operation of that facility and will apply the following policy:

**POLICY T14 - CIVIL AVIATION AUTHORITY**

WHERE APPROPRIATE, THE COUNCIL WILL CONSULT THE CIVIL AVIATION AUTHORITY AND WILL TAKE THE ADVICE RECEIVED INTO ACCOUNT WHEN DETERMINING APPLICATIONS FOR PLANNING PERMISSION.

**Water-Borne Freight**

7.30. Government policy recognises that the lower reaches of the River Thames are playing an increasingly important role as a carrier of freight, both for the import and export of goods and as a means of supplanting road transport, particularly for the handling of bulky materials. Most of the likely sites with development potential for port-related activities have been identified in RPG9a. "The Thames Gateway Planning Framework" regarding sites on the south bank of the Thames Estuary, and on its north bank, to the west of Castle Point. Nevertheless, deep water lies close to the north shore of the estuary adjoining Canvey Island, a valuable asset especially for the discharge of large ocean-going vessels, and this is an important resource that should not be ignored.

7.31. The major disadvantages of expanding existing water-borne freight handling facilities in Castle Point, particularly for bulk cargo discharge, are that they are not connected to the rail system while road links to the strategic highway network are poor. If existing facilities are to be expanded, or new ones are to be created, then improvements to the road system, to divert commercial vehicles away from residential areas, will need to be carried out. Because of the poor landward communications and the existence of deep water, facilities which permit transport of goods from sea-going shipping to river borne traffic, serving the London market upstream, would be preferable.

7.32. One of the consequences of the proximity of the deep water channel to the north bank of the Thames has been the proliferation of oil and gas terminals and oil refining capacity on Canvey Island and at the eastern end of Thurrock, giving rise to the greatest concentration of hazardous installations in South East England. Any enhancement of water-borne freight handling should not give rise to expansion of an existing major hazard or the creation of any new risks to the public at large. Finally, any new or expanded facilities for water-borne



freight must take account of the important wildlife features to be found on the north side of the Thames Estuary. If proposals for Thames-side freight handling facilities conflict with policies for nature conservation, contained in Chapter 3, they will be refused.

- 7.33. The Council will consult the Port of London Authority and the London Port Health Authority on proposals for the development of commercial activities in the estuary and creek areas as appropriate.

**POLICY T15 - WATER-BORNE FREIGHT**

THE COUNCIL WILL SEEK THE RETENTION AND, IF POSSIBLE, THE ENHANCEMENT OF FACILITIES ALONG ITS THAMES ESTUARY FRONTAGE THAT WILL ENCOURAGE THE MOVEMENT OF FREIGHT BY WATER RATHER THAN BY ROAD.

ALL PROPOSALS FOR NEW OR ENLARGED WATER-BORNE FREIGHT HANDLING FACILITIES WILL BE SUBJECT TO THE FOLLOWING CRITERIA:-

- (i) IT WILL HAVE, OR WILL PROVIDE, ACCESS TO THE STRATEGIC HIGHWAY NETWORK WITHOUT GIVING RISE TO LOSS OF RESIDENTIAL AMENITY, UNDUE TRAFFIC CONGESTION OR EROSION OF ROAD SAFETY STANDARDS;
- (ii) IT WILL NOT RESULT IN THE CREATION OF ANY NEW HAZARDOUS INSTALLATIONS, OR THE EXPANSION OF ANY EXISTING HAZARDOUS INSTALLATIONS EXCEPT IN THE NATIONAL INTEREST;
- (iii) IT WILL NOT CONFLICT WITH THE INTERESTS OF ANY NOTIFIED DESIGNATION OF WILDLIFE AND NATURE CONSERVATION CONCERN;
- (iv) IT WILL NOT CONFLICT WITH ANY OTHER POLICY CONTAINED WITHIN THE PLAN;
- (v) IT WILL NOT RESULT IN UNDUE DISTURBANCE TO ADJOINING LANDUSES BY VIRTUE OF EXCESSIVE NOISE, DUST, VIBRATION OR EMISSION OF FUMES.

(Contd).

THE EXPANSION OF EXISTING FACILITIES OR THE CREATION OF NEW ONES WILL NECESSITATE IMPROVEMENTS TO THE ROAD SYSTEM TO DIVERT COMMERCIAL VEHICLES AWAY FROM RESIDENTIAL AREAS. IN ORDER TO REDUCE THE IMPACT OF HEAVY TRAFFIC ON RESIDENTIAL AMENITIES, ENCOURAGEMENT WILL BE GIVEN TO PROPOSALS THAT INVOLVE THE BRINGING IN OF FREIGHT SOLELY BY WATER, EITHER BY RIVER CRAFT OR OCEAN-GOING VESSELS.