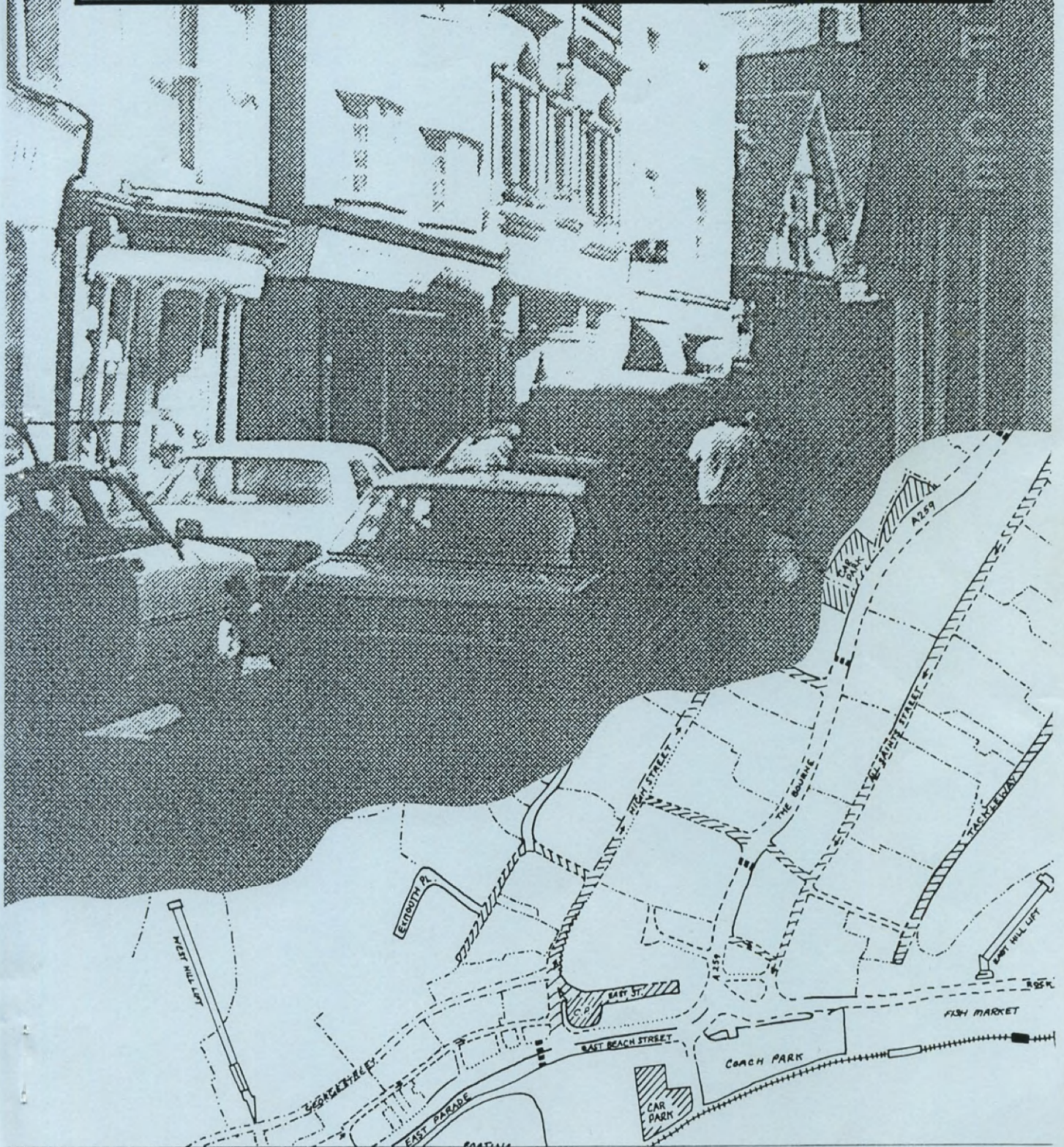


TRAFFIC MANAGEMENT IN HASTINGS OLD TOWN

An Agenda for Action.



ACKNOWLEDGEMENTS

TRAFFIC MANAGEMENT IN HASTINGS OLD TOWN

An Agenda for Action.

A report arising from a Study Day organised by the
Hastings Old Town Forum and the
Hastings Urban Conservation Project on
30th November 1989.

environmental
& transport
planning



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The Hastings Urban Conservation Project is an initiative to promote improvement in the repair, appearance and preservation of buildings and their surroundings in Hastings funded jointly by Hastings Borough Council, East Sussex County Council and English Heritage.

The Hastings Old Town Forum comprises representatives of the following organisations:

The Fishermen's Protection Society (FPS),
Hastings Arts (HA),
Hastings Old Town Residents Association (HOTRA),
Hastings Old Town Traders Association (HOTTA),
Old Hastings Preservation Society (OHPS),
and Pelham Arcade and Pelham Crescent Association (PAPCA).

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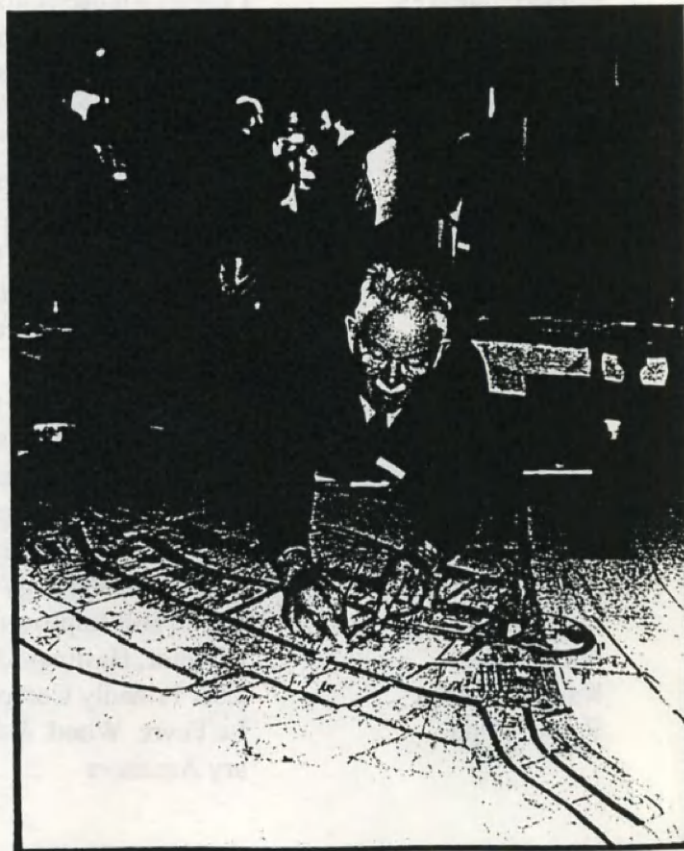
1. INTRODUCTION - A COMMON AGENDA

On 30th November 1989, over 40 councillors, council officers, planners, engineers, architects, transport operators businessmen, traders, residents and representatives of the police force, local amenity societies and pressure groups spent a day analysing the present traffic problems facing Hastings Old Town and exploring possible solutions.

In the morning, presentations were made by borough and county planning officers and by consultant Dr Carmen Hass-Klau of Environmental and Transport Planning. In the afternoon a specially prepared table-top plan with moveable cut-outs was used to help translate ideas into practical proposals.

The outcome was a remarkable degree of consensus on the need to pursue a strategy based on a range of inter-related measures. If followed through, this strategy will not only solve most of the present difficulties faced by residents, traders and visitors but will also enable the Old Town to make the most of its historic and scenic environment in the face of increasing future pressures for mobility. By boldly harnessing the latest transport innovations from Britain and overseas, it could also provide an inspiration to other towns facing similar difficulties throughout Britain.

This report sets out the main conclusions and recommendations to emerge from the Study Day. It is hoped that they will be widely read, debated and acted upon. Comments on this report, and additional proposals, will be welcomed and should be sent to: The Director, Hastings Urban Conservation Project, 58a High Street, Hastings, East Sussex TN34 3EN.

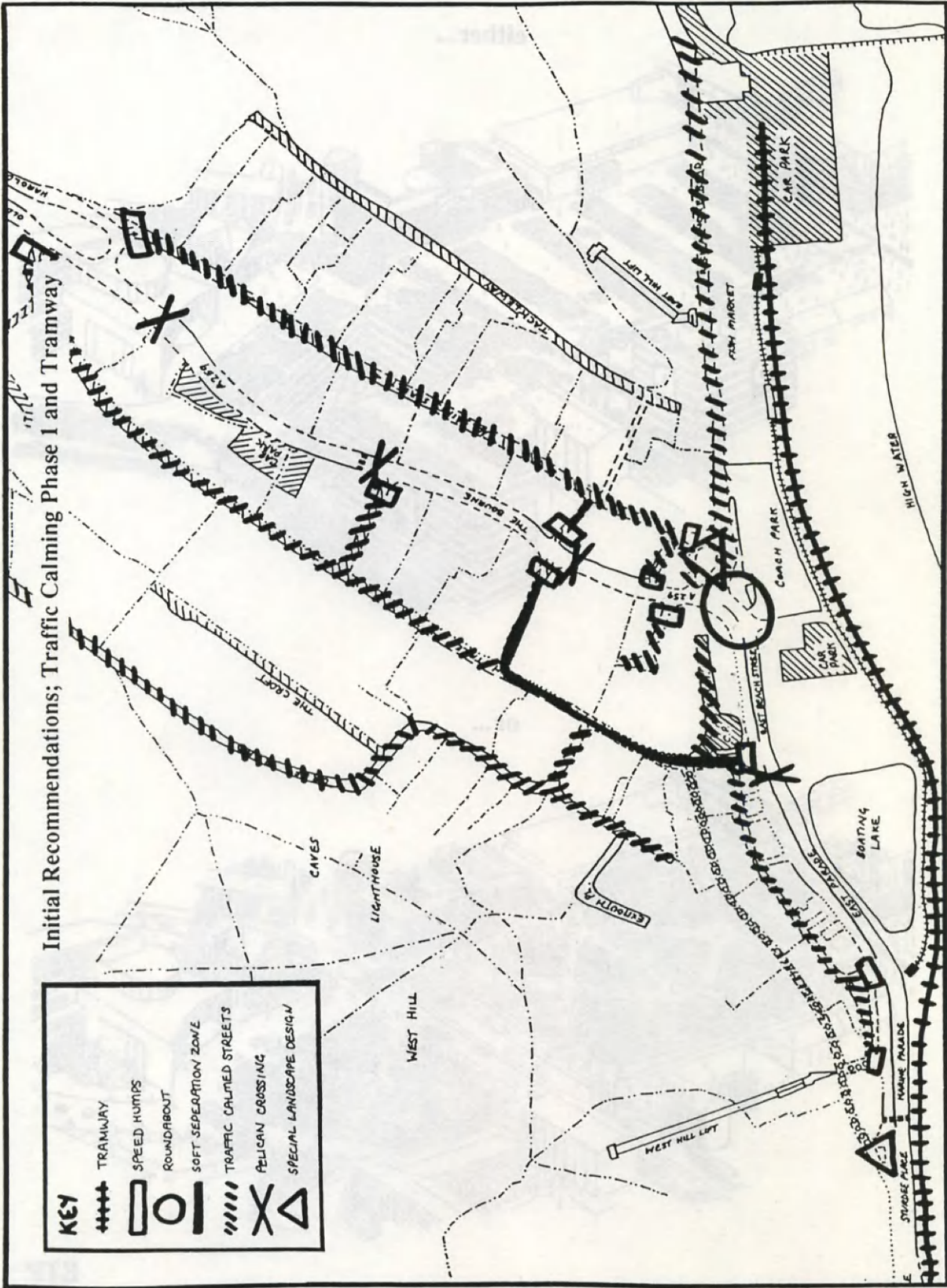


2. THE STUDY DAY PARTICIPANTS

NAME	ORGANISATION
Paul Adams	Principal Assistant Planner, Borough Planning Department
Linda Allen	Hastings Friends of the Earth
Robert Anstey	Hastings Old Town Residents Association
Mr Bailey	Managing Director, Hastings & District Transport
Donald Beney	Old Hastings Preservation Society
Cllr Mrs Pamela Brown	Chair, Hastings Urban Conservation Project Joint Committee, Leader of Hastings Borough Council
Cllr Arthur Burgess	Hastings Borough Council
Sandra Caine	East Sussex County Council
Kevin Carias	Desk Top Publishing Officer, Hastings Urban Conservation Project
James Coath	Hastings Arts
Jim Corrigan	Conservation Officer, Borough Planning Department
Barbara Dennis	Chairman, Old Hastings Preservation Society
Inspector R Drawbridge	Sussex Police Traffic Management
Tony Duc	Group Planner, Planning Department, East Sussex County Council
John Farley	Borough Engineer & Surveyor
Revd. D Grant	Old Town Churches
Arthur Green	Hastings Old Town Traders Association
Catherine Griffin	Hastings Urban Conservation Project
Peter Hargreaves	Coastal Amusements
Dr Carmen Hass-Klau	Environmental & Transport Planning
Karen How	Fairlight Down Conservation Society
Cllr Paul Kendrick	East Sussex County Council
Mr King	Hastings & District Transport
Rachel Lewis	Hastings Friends of the Earth
Ann Marriott	Chair, Hastings Old Town Residents Association
Jack Oexle	Hastings Old Town Residents Association
S J Papworth	Adams Johns Kennard Architects
Steve Peak	Secretary, Fishermen's Protection Society
Graham Pledger	English Heritage
G W J Sands	Hastings Friends of the Earth
Anne Scott	Hastings Area Archaeological Research Group
Reg Sell	Centre Manager, Employment Training Centre
W Shanahan	Hastings First Association
Mrs P Sigall	Representative of Lower All Saints Street Residents
Andrew Stradis	Chairman, Hastings Old Town Traders Association
Dick Toms	Castle Hill Improvement and Protection Society
Nick Wates	Director, Hastings Urban Conservation Project
Russell Watson	User Friendly Computer Services
Ralph Wood	Le Fevre, Wood, & Royle Architects, & OHPS Honorary Architect

3. SUMMARY OF MAIN RECOMMENDATIONS AND CONCLUSIONS

- Traffic calming measures should be implemented throughout most of the Old Town. These should include the design and promotion of a pedestrian network, a 20 mph speed limit on side streets and the introduction of speed humps, pelican crossings, a new roundabout, (at Rock-a-Nore Road/Bourne junction) pavement widening and a soft separation zone (at the south end of High Street and Courthouse Street). A detailed Traffic Calming design study should be undertaken and the possibility of the Old Town becoming a national model for traffic calming should be explored.
- The creation of major new car parking facilities should not be considered until traffic calming measures and new public transport systems have been planned. Instead, existing parking facilities should be rationalised and improved through the introduction of electronic car parking signs, environmental improvements, permit schemes, better enforcement procedures and a park and ride scheme. A detailed parking study including the entire town centre and seafront should be undertaken.
- Reliable new public transport links are required along the seafront and to the station. A feasibility study should be undertaken into the possibility of introducing a tram or light rail system both for the convenience of residents and tourists and as a tourist attraction in its own right. In the short term, bus services should be improved.
- Retail trade should be encouraged by the improvement of the entrances to the Old Town and the introduction of a weekly street market.
- No new planning permissions should be given for developments which increase population density until the measures above have been introduced.
- The construction of the Hastings bypass should be given urgent priority.
- A study should be undertaken on developing a cycle route network and related facilities throughout Hastings both for residents and tourists.

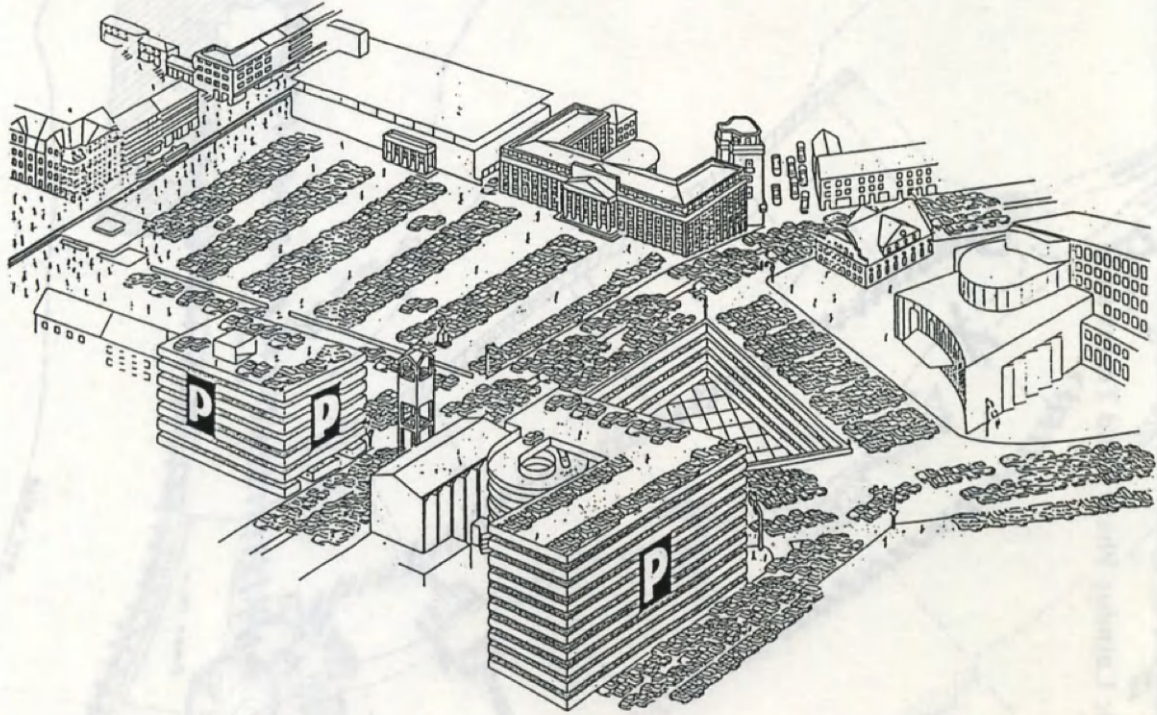


Initial Recommendations; Traffic Calming Phase 1 and Tramway

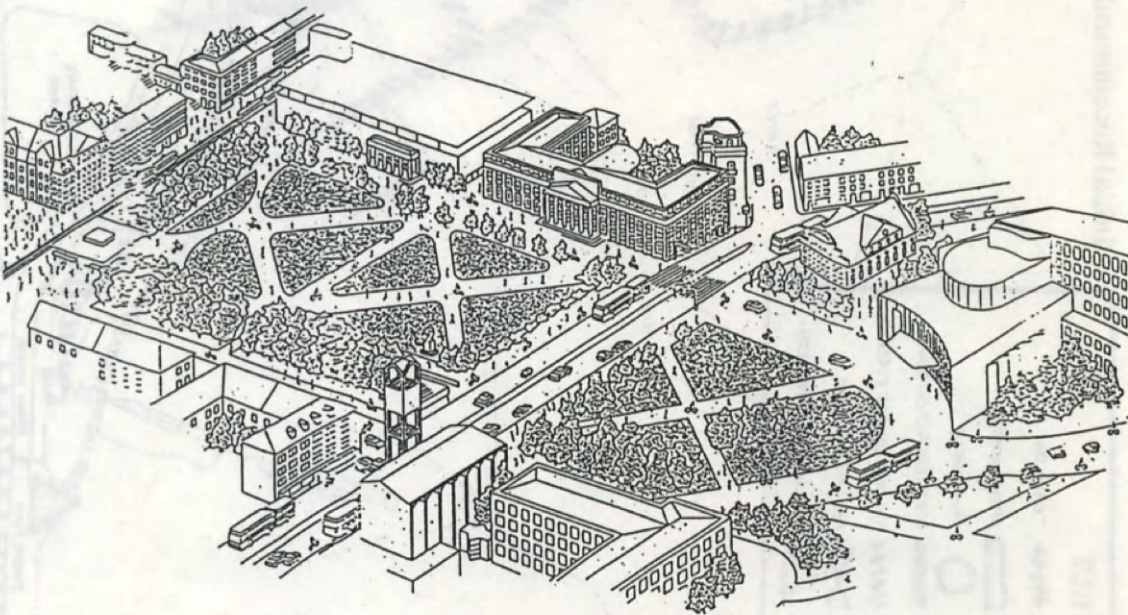
KEY	
	TRAMWAY
	SPEED HUMPS
	ROUNDABOUT
	SOFT SEPERATION ZONE
	TRAFFIC CALMED STREETS
	PELICAN CROSSING
	SPECIAL LANDSCAPE DESIGN

The Future of Our Towns

either...



or...



ETP

4. THE CONTEXT - NATIONAL AND REGIONAL

Hastings, with its unique significance in British history, has evolved over the years into a busy and diversified small town. The national long term decline of conventional seaside tourism has not prevented the town from developing a varied mixture of industrial and service activities, all competing with each other for land and generating traffic growth. It is very probable that the Channel Tunnel, combined with planned improvements to the A21 and A259 trunk road network, will bring not only increased business into the town but also more motor vehicle traffic. The environmental improvement and protection of town centres by imaginative traffic management measures is therefore an urgent priority, and this is emphasised in both County and Borough planning policy framework.

The Old Town in Hastings is a gem; historically, architecturally, and culturally. Yet, like so many other historic parts of British Towns, it is in danger of being wrecked by its very popularity. Increasing numbers of visitors combined with increasing car ownership and mobility, threaten to create pressures which could destroy the beauty and even the economy of the town, and which can no longer be resisted by ad hoc, piecemeal solutions.

The original street network in the Old Town was not designed to cater for the motor vehicle. Over the years, attempts have been made to adapt it; the construction of a major road - the Bourne - during the 1960s is one example. Unfortunately, the Bourne has divided the Old Town into two communities, since crossing the road is still dangerous and hazardous, especially for the elderly and the young. Without doubt, motor vehicles offer a wide range of benefits for the individual and the community. But they also have disbenefits - accidents, pollution, noise, vibration, severance. It should be each community's choice to weigh the benefits against the disbenefits and to decide whether it wants a further increase in its motor vehicle use or not.

According to forecasts by the Department of Transport, car ownership will rise by between 25% and 40% by the year 2015 (with a base year of 1987). The threatened growth of heavy lorries, coaches and buses is not even included in these calculations. If Hastings Old Town has difficulties in coping with car use and car parking **today**, how will it be able to manage over the coming decades?

If Hastings wants to preserve its heritage, its character and its communities, but also to remain a place where a large part of its economic activity remains **in** the town and not on the outskirts, then there is little option but to limit and restrain motor vehicle use far more than has been considered in the past.

In developing a strategy, the emphasis should be on a balanced approach, considering flexibly a wide range of policies which could be applied. What is still uncertain at the time of writing is how much can be achieved by a reorientation of policy within existing legislation, and how much will require more far-reaching changes of national priorities, perhaps even new legislation. However, a great deal of useful experience has been gained in recent years in other European countries concerning the effectiveness of various innovations in traffic management. The wide-ranging Dutch and German experience in 'traffic calming' is of particular relevance to busy small towns such as Hastings, and the Old Town, by virtue of its dense built form, is ideally suited for the adoption of this approach.

5. TRAFFIC PROBLEMS IN HASTINGS OLD TOWN

This section lists problems identified by participants before and during the Study Day or by other parties who made written representations beforehand. They are not in any order of priority, but have been grouped in the following categories: Residents and Pedestrians, Parking, Public Transport, Heavy Goods Vehicles, Economic Development, and Others.

5.1 Residents and Pedestrians

5.1.1 Perceived and/or actual danger on roads:

- motor traffic speeding in High Street and other narrow streets.
- difficult road crossings for pedestrians:
 - a) across the Bourne, particularly by Rock-a-Nore and by the Stables Theatre
 - b) across East Beach Street, East Parade and Marine Parade
 - c) across the High Street at George Street junction
- concealed building entrances opening directly onto roads; for instance St Clements Church Hall, Croft Road
- Rock-a-Nore Road entrance to Bourne used as turning circle by lorries, cars and coaches.
- Pedestrian walkways dangerous at night due to lack of lighting.

5.1.2 Breaking of traffic regulations

- Frequent breach of traffic restrictions in George Street by cars and bicycles;
- Cars parked on pavements causing obstruction to pedestrians

5.1.3 Too much motor traffic causing loss of environmental quality

- Parts of Old Town unpleasant due to excessive traffic and narrow pavements:
 - a) East/West link across Old Town - Courthouse Street
 - b) High Street
 - c) South end of All Saints Street
 - d) Rock-a-Nore
 - e) West Street
- High Street and Courthouse Street used as access to Tackleway causing unnecessary additional traffic.

5.2 Parking

5.2.1 Insufficient and/or badly allocated parking spaces

- for residents
- for traders
- for shoppers (short term)

5.2.2 Increasing future demand for car parking:

- Increasing number of residents with cars due to
 - a) increasing car ownership
 - b) divisions of houses into flats
- Dramatic increase likely in number of tourists wanting to visit the area by car due to:
 - a) new Sea Life Centre
 - b) proposed Heritage Centre at St Mary's in the Castle
 - c) Town Centre Development
 - d) new promotion campaign by Tourism & Leisure Department
 - e) increasing general popularity of the Old Town

5.2.3 Uneconomic use of car parking spaces:

- Empty spaces in residents car parks despite long waiting lists
- Old Town car parks often full while those at West End of seafront are empty
- Inadequate signposting to car parks

5.2.4 Illegal parking:

- cars parked on double and single yellow lines.

5.2.5 Non-disabled drivers:

- Indiscriminate use of disabled stickers by non-disabled drivers.

5.3 Public Transport

5.3.1 Unreliable public transport links leading to excessive need for car use :

- Along the sea front
- From the Old Town to the station

5.4 Heavy Goods Vehicles

5.4.1 Damage caused to buildings and pavements:

- Damage to buildings in All Saints Street and High Street (by Philip Cole Close).
- Destruction of paving slabs by heavy vehicles in High Street

5.5 Economic Development

5.5.1 Visitors not sufficiently attracted to walk in Old Town leading to insufficient trade for shops

- Lack of pleasant access to Old Town from main seafront car park.
- Bad link from George Street to High Street and Courthouse Street.

5.5.2 Damage to trade due to lack of short term parking for shoppers.

5.6 Other

- Pedestrian walkways unpleasant due to dog mess especially to the east of the Bourne.

6. A STRATEGY FOR TRAFFIC MANAGEMENT IN HASTINGS OLD TOWN

The study day identified several main policy areas in which action should be taken:

- Traffic calming
- Car parking policy
- Public transport
- Land use policy
- Other

Each of these areas is dealt with separately in what follows, even though they are inter-related and can all be seen as being embraced by the 'traffic calming' concept.

It is important to recognise that the recommendations are made on the basis of limited available statistical knowledge in some areas. Further information will be required before more detailed and specific recommendations can be made and this is indicated where applicable.

6.1 Traffic Calming

'Traffic calming' can be defined as an overall transport policy which includes reducing motor vehicle speeds and promoting walking and public and bicycle transport. Maximum vehicle speeds are normally reduced from 30 mph to 20 mph in built-up areas. In some streets a further reduction to even lower speeds may be desirable. The street environment and the street design are simultaneously improved.

Traffic calming has three main objectives:

- A) to reduce the severity and the number of accidents in built-up areas;
- B) to improve the urban street environment for non-motor users and to reduce the car's dominance in ways that vary according to the street type.
- C) to reduce air and noise pollution;

These are now dealt with in turn.

A) Less Severe Accidents

The **road safety** objective seeks to reduce the speed of motor traffic to 20 mph or below in built-up areas. Motorists mostly drive too fast on urban roads. The maximum speed limit is 30 mph but in reality many drive faster than this.

It is known that if a car has an accident with a pedestrian at 45 mph, the likelihood that the pedestrian will be fatally injured is 83%. At 30 mph the likelihood of fatal injuries is still 37%, while at 20mph it is only 5%. So the more we reduce the maximum speed, the better chance the

pedestrian has to survive an accident. The severity of injuries increases significantly from 20mph onwards. It has been acknowledged in many European countries that a 30mph speed limit in residential areas is far too high, particularly since about two thirds of all accidents occur in built-up areas.

Reducing motor speeds is normally achieved by making physical changes to the carriageway - such as chicanes, parking at right angles, road narrowings, raised crossings, speed humps - and/or by erecting traffic signs which place restrictions on the speed of motor traffic.

B) Additional and Improved Road Space

Improvement of the urban environment is difficult to define in quantitative terms as it will be judged differently by different individuals. Yet there are some criteria which it is widely agreed result in improvements to the urban environment for non-motorised street users, such as well designed bicycle paths, adequate and uncracked pavements, trees, flower beds, benches, or playground facilities.

If cars are driven at 20 mph or below, additional road space is effectively created since they will not need as much room to manoeuvre as when driven fast. The reclaimed space can be given back to pedestrians, cyclists and public transport. One possibility is the 'shared space' approach, where motor vehicles and pedestrians can literally share the carriageway because motor vehicles drive at walking pace. Another is the redesign of junctions. If cars approach junctions at low speeds the layouts can be changed in such a way that it will become easier for pedestrians to cross, and to make environmental improvements.

C) A Better Environment

The **environmental** objective aims to reduce the air pollution and noise which are inflicted by motor vehicles. Both have a serious impact on the quality of the urban environment.

Air pollution levels can be reduced if car drivers drive more calmly. The driving of a car can be divided into:

- a) acceleration;
- b) average cruising speed;
- c) slowing down and braking;
- d) standing.

It is known from research in central Europe that, in built-up areas the higher the average cruising speed, the higher will be the proportion of acceleration, slowing down and braking, which increases air pollution.

In some German residential areas where 20mph speed limits have been introduced, car drivers have:

- on average reduced their standing time by 15%;
- reduced the need for changing gears by 12%;
- used the brakes 14% less often;
- required 12% less petrol.

Cars are generally driven at a more constant speed with 20 mph rather than 30 mph speed limits.

It should be stressed that the traffic calming concept is wrongly understood if it is purely applied as a road traffic engineering policy; if only a few residential streets are redesigned and are cluttered with speed humps, flower beds or other constructions in vertical or horizontal alignments. It is true that this style of traffic calming will reduce motor vehicle numbers and average motor vehicle speeds on the streets treated. But traffic will merely redistribute itself into neighbouring streets. We can only be serious about traffic calming if we are willing to envisage circumstances where it is necessary to 'hurt' motor vehicle users and give substantially more ground to the weaker road participants.

It is also vitally important that traffic calming schemes incorporate the preferences and requirements of the people living in, working in and visiting the area undergoing treatment. Many of them will be car users. The **marketing** of traffic calming will be an important element of its success. Without a measure of consensus, traffic calming is meaningless.

In future, traffic calming may become the principal strategy for managing motor traffic in built-up areas. If we are serious about the cultural heritage and the quality of life in our towns and villages, it may well be the only way to avoid the potentially disastrous impact threatened by the relentless growth in motor vehicle ownership. What kind of traffic calming measures are most appropriate and what type of road material is best used will, particularly in historic cities like Hastings, be determined by the street layout. A 'catalogue' approach to traffic calming will result in very unsatisfactory solutions.

Some of the traffic calming policies which are proposed here - such as reduction of overall motor traffic speed and speed humps at junctions - need the agreement of the Ministry of Transport. Both these examples however are presently being considered by the Department of Transport and new regulations for speed humps will hopefully be published during 1990.

Recommendations for traffic calming in Hastings Old Town are as follows:

6.1.1 Promotion of Walking

According to the Travel to Work Census of 1981, 49% of the population working and living in Hastings did **not** go to work by motor car. Although we can safely assume that the percentage of car users has increased, even so there is still a large part of the population which does not have access to, or chooses not to use, a car. Walking accounted for nearly 25% of the journey to work total in 1981, which was slightly higher than in East Sussex as a whole. The promotion of walking is a major recommendation in this report, particularly since the Old Town is ideally suited to it and already has an excellent network of pedestrian routes. Such promotion can be developed by two interrelated policies:

1. The design of an overall and mostly independent pedestrian network.
2. The implementation of traffic calming wherever it is possible and sensible.

A pedestrian network should be incorporated into an area-wide traffic calming strategy.

6.1.2 Traffic Calming Priorities

Initially traffic calming measures are suggested for West Street, East Street, High Street, All Saints Street, Hill Street, Croft Road, Courthouse Street, Roebuck Street, Winding Street and Rock-a-Nore Road. The streets to the east of All Saints Street seem naturally traffic calmed but there may be the need for some improvement, which will be suggested at a later stage. The Bourne and main seafront road should be considered for traffic calming at a later stage.

Any traffic calming measures considered have to take into account the existing historic urban environment of Hastings Old Town. There has been little change to most of the street network in the Old Town since before motor traffic was an issue. An historic feature has been the high raised pavements. These pavements should stay unchanged and would not be affected by any traffic calming measures. It is interesting to note that the raised pavements have a width which is regarded as ideal for a residential street (2.3m - 2.8m). The average carriageway width, apart from the Bourne and the Rock-a-Nore Road, is narrow, ranging between 3.9m (Hill Street) to 5.8m (Roebuck Street). The three main streets excluding the Bourne (High Street, Croft Road and All Saints Street) have an average carriageway width between 4.9m - 5.2m, which is also very narrow. Many low level pavements are narrow, between 1.25m - 1.50m. The range of traffic calming measures which can be introduced is largely determined by this relatively narrow street network.

6.1.3 Reduced speed limit and the introduction of speed humps

It is intended that any agreed policy should bring **immediate relief** to a majority of streets which have been identified. This could be achieved by implementing a 20 mph speed limit in the Old Town (excluding the Bourne for the time being) and building speed humps in several key locations. Speed humps at junctions give motor vehicles the feeling of intruding into a residential street, so that they will drive more carefully. Such speed humps can also be used as a continuation of the pavement which improves walking comfort for pedestrians, particularly parents with prams. Speed humps should be at least 5m in width. We would suggest in particular such speed humps at the following junctions:

1. East Parade/High Street
2. East Parade/West Street
3. The Bourne/High Street
4. Harold Road/All Saints Street (opposite All Saints' Church Hall)
5. East Beach Street/All Saints Street
6. Courthouse Street/The Bourne
7. Roebuck Street/The Bourne
8. Winding Street/The Bourne

6.1.4 More Pelican and Zebra Crossings

The Bourne and seafront road should be made easier to cross for pedestrians and several pelican and/or zebra crossings should be implemented. Suggestions have been made for pelican crossings by the Methodist Chapel, junction of High Street/Stable Theatre and the junction of High Street/East Parade. More detailed information is necessary however to decide what form (Pelican or Zebra crossings) and how many secured crossings are best implemented. (The Holford Report (1965) advised constructing a pedestrian bridge over the Bourne to link High Street with All Saints Street. Although it is well known that bridges are not fully accepted by pedestrians and jaywalking is preferred even if it is more dangerous, this possibly might be

considered as part of a potentially attractive urban design feature). In the long term, when the bypass is complete the Bourne should be traffic calmed in any case.

6.1.5 New Roundabout

A new roundabout at the junction of the Bourne and Rock-a-Nore may be helpful in order to improve the turning round option particularly for tourists and lorry drivers not familiar with the Hastings street network. If well designed this could also assist pedestrians crossing at this point which is especially hazardous.

6.1.6 Widening Pavements

At a later stage of implementing a traffic calming policy some of the low level pavements could be widened to at least 2m., and the carriageway widths of the one way streets could be reduced to 2.50m - 3.00m since no heavy goods vehicles should be allowed in the majority of streets in the Old Town. Some pavements may be wide enough but will need upgrading. Wider pavements provide more space for pedestrians and a reduction of carriageway widths reduces the danger of cars speeding. There is the option of building the curbs of pavements very low which would allow the use of the odd lorry, which has lost its way, to travel carefully out of such a street without damaging pavements or parked cars. It may be advisable to move car parking in the High Street to the side of the high level pavement. All streets are too narrow to allow parking other than along the curb, even with a carriageway reduction. A reconsideration of the double yellow lines would give more options for car parking possibly after 18.00, if carriageways are reduced. The pavement at Pelham Place is particularly crowded during the summer season and should be widened.

6.1.7 Soft Separation Zone

The lower end of High Street (from the junction George Street/ High Street to Courthouse Street) together with Courthouse Street should be redesigned as a whole in the form of 'soft separation' (a mixture of shared space and traditional road design).

6.1.8 Barriers

In order to improve the pedestrian environment in George Street, which is at present violated by illegal car use, barriers could be put up at both ends during the time when delivery lorries are not using the street. Such a barrier can easily and quickly be removed when necessary.

6.1.9 Traffic Calming Design Study

Detailed design changes for each street will only be possible if a full traffic calming study is carried out. This will require details of existing and future forecast traffic flows, accident data over several years, and existing and future parking requirements. Such a study should be set up with the close cooperation of all the different bodies involved.

6.2 Car Parking Policy

The demand for car parking can be divided into long and short stay. Long stay is needed principally for residents but also to a limited extent for tourists. Particularly important for shopping are short term car parking spaces and also delivery bays and parking spaces for shop owners and staff. In Germany, 2 parking spaces are normally calculated for a small shop of

minimum size 30-40 sqm. net floorspace. Some experts on the continent have argued that a large number of short term parking spaces increases the amount of traffic pouring in and out of densely built up areas, as the interchange of traffic is higher. Although one can agree with this in principle, the very weak public transport provision at present in Hastings, makes short term parking spaces and well designed delivery bays of crucial importance to retailers. However it has to be pointed out that the provision to cater adequately for future demand is very limited as most streets in the Old Town are very narrow and should not be unnecessarily cluttered up with parked cars. The recent reappraisal of the parking meter policy in Brighton leads to the conclusion that the future means of charging for short stay on-street parking may have to be by means of some sort of card meter system. We do not favour an expansion of control by traditional parking meters on the seafront or in High Street. (See Appendix C for an analysis of alternative on-street parking systems)

Longer term parking has to be provided at the edge of the town, and **park and ride** can be seen as an alternative option. This may also be valid to cope with future increases in tourist traffic. A town like Hastings has to preserve a pleasant and recreational environment, which it is not able to at present, or in the future if it continues to allow the uncontrolled flow of tourist buses and tourist cars into the heart of the city. The Borough Council has to weigh the advantages of unlimited accessibility against limited accessibility but a far better urban environment. Examples abroad show that in financial terms a better environment pays off.

At present Oxford is the only British town with a well functioning and fully used park and ride scheme. It offers four large parking lots catering for up to 3,000 cars. The average daily use is about 2,400 cars. Two of the routes are profitable to the bus operators, one has only recently been established and the other is too small to make any profit.

Some towns are more suited to the implementation of park and ride schemes than others. Well defined and well used road corridors, as is the case in Oxford, are clearly an advantage. According to the consultants, Buchanan and Partners, park and ride works best if the parking capacity in the town centre is about 80%-100% occupied. However there are also other conditions which are equally as important, for instance that buses should have their own right of way. In Oxford this is only partly achieved. Park and ride can also only work if land to be used as car parking is available to the Borough or can be bought at reasonable cost. The bus service has to be frequent, with maximum waiting time about 10 minutes, and the travel time between parking spaces and town centre should not be longer than 10-15 minutes. On some of the major roads in Oxford (Abingdon and Woodstock Roads) there was a reduction of inbound traffic flows by over 20% during the morning peak flow after the park and ride scheme was introduced.

A similar scheme primarily intended for tourists is slowly being developed in York.

Many problems with car parking are related to the **enforcement** difficulties and cost experienced by the police and courts. Several London Boroughs, e.g Westminster, Kensington and Chelsea, and Camden have therefore considered appointing their own enforcement staff and some have already opted to do this. Their argument has been that considerable savings in the enforcement costs can be made and enforcement would be better. Recent trends have also been very strongly in favour of much stricter enforcement and stiffer penalties for parking offences, including clamping by private companies working on commission.

Recommendations for car parking policy in Hastings Old Town are as follows:

6.2.1 Rationalisation of car parking spaces

The demand for car parking spaces is likely to be insatiable and, in view of their environmental impact, it is not recommended that any major new car parks should be provided, at least until other recommendations in this report have been implemented. However there is considerable scope for making better use of the car parking space already available. It has been suggested for instance that the High Street Car Park could be made limited waiting during the day to provide space for shoppers and traders. There are many similar opportunities for improvements.

6.2.2 Electronic car parking signs

The livelihood of the Old Town is dependent on a combination of residential and primarily retailing use; thus priority has to be given to both residential and shopping car parking facilities with tourists catered for in larger car parks further afield. The majority of roads in the Old Town are very narrow, so that no significant number of parking spaces are likely to be found on the streets. For short stay visitors, the efficiency of the information they are given about off-street car parks is important. Clearer electronic signs giving information on which car parks have space and which are full can make a contribution in reducing 'search' traffic. Such devices are rather expensive, so that a decision to introduce them throughout the town would be a major investment.

6.2.3 Environmental improvements

In future, retailers may have to accept that a considerable number even of short term parking spaces can not be as close to their own location as desired. Parking at some distance may not be a problem if the distance between cars and shops is experienced as pleasant. A lot of design skill and thought has to be given to the creation of a good walking environment. A contribution to this can be made by, for instance, tree planting (for example around the car parks in the Bourne) or the creation of new traffic free walkways to car parks (for example to the Rock-a-Nore Car Park).

6.2.4 Move lorry park

The relocation of the lorry park out of the Old Town would be a significant step towards a more attractive 'walking town' and would provide additional parking spaces for both shoppers and residents.

6.2.5 Parking permits scheme

For permanent residents, parking permits can be introduced by the local authority, and a modest amount of 'overbooking' may be allowed (particularly in High Street and the Bourne car parks) to minimise vacancies. However it is often useful to have both residential and shopping car parking at the same location. During the day, residential parking spaces may be under-used and some could be used by shoppers. In most British towns, only conventional resident permits are presently available. However the London Borough of Hammersmith and Fulham is introducing a 'shared' parking scheme which will come into operation by the end of February 1990. It will be important to find out how this scheme works and ascertain whether it would be applicable in the Old Town.

6.2.6 Local authority enforcement

It is proposed that more detailed information should be gained about local authorities which

have opted out of police enforcement, how well these schemes work and what the possible cost savings would be for a town like Hastings.

6.2.7 Park and ride

Park and ride seems to be a good option in Hastings because there are several main axial roads going into the town, such as the seafront (where a separate bus lane would be possible), the Bourne, Queens Road and Bohemia Road. Finding suitable sites would be of crucial importance, and the marketing of such a policy would also be central. It is suggested that a park and ride scheme could, to begin with, be set up mainly for tourists. It can be assumed that Hastings has problems in providing sufficient car parking spaces during the tourist season. To give tourists a strong incentive not to enter the town centre or the Old Town would also have the advantage of cutting down the many miles driven in the town by tourists who are merely 'searching', traffic which is unnecessary and only exists because of poor knowledge of the street network. A crucial condition for an effective park and ride scheme is a well functioning public transport system and/or a well organised public transport operator. These buses (or trams) should be of a higher standard than the typical English bus, as they are competing with a relatively pleasant car environment.

6.2.8 Parking Study

A detailed car parking study (including a park and ride option) for the Old Town should be made, analysing the present needs for retailing, residential and tourist use. The number of parking bays needed has to be included in such a study. It should also include estimated future use for the three different car parking requirements.

6.3 Public Transport

Since the 1985 Transport Act, public transport in the form of local buses has been subject to deregulation (for the whole country outside of London). Although much discussion is currently taking place on the evidence provided by the first few years of deregulation, one must be aware that at present there is a complex mixture of municipal operators functioning as local authority-owned companies, privatised former subsidiaries of the National Bus Company (such as Southdown), and genuinely independent 'new arrivals'. The 1981 Travel to Work Tables of the Census showed a 'modal split' (percentage) of 12.5% using the bus, of those who lived and worked in Hastings. Using reliable recent estimates of the effects of bus deregulation elsewhere in the country, it can be estimated that this has fallen by 3-5%.

One of the inevitable consequences of bus deregulation in small towns is the absence of any systematic incorporation of public transport into an integrated strategic urban transport policy, such as is found in most other European countries. This deficiency needs to be addressed, particularly in the light of the growing revival of interest in light rail and tram systems.

Recommendations for public transport are as follows:

6.3.1 Bus Improvements

There appears to be a need for improved links along the seafront and to the station and town centre. In the short-term, considerable improvements could be made immediately by adjustments to the existing bus services.

6.3.2 Tramway Study

In the long term it may be that a tramway or light rail system on certain routes could be justified and be more effective than improved bus services alone. It is therefore recommended that a feasibility study is carried out on a modest tramway link initially running:

- a) along the sea front from Rock-a-Nore to the Bathing Pool
- b) to the station (co-ordinated with train arrivals)
- c) possible extensions to Bexhill.

Such tram lines do not have to be highly sophisticated and modern low level tram cars can be used to improve convenience for elderly passengers. Even small towns can have an effective tram network. Most of the German towns which still have trams are somewhat larger than Hastings, such as the German town of Würzburg which has 126,000 inhabitants and about 15km of tram route, or Darmstadt with 140,000 and 36km of route. But Frauenfeld in Switzerland has only 19,000 inhabitants and 10,000 jobs and has a tram network of 6 lines totalling 13km.

The study should also examine the potential for the tramway to be a tourist attraction in its own right.

6.4 Land Use Policy

6.4.1 More attractive entrances and links

In order to improve the retailing turnover in the Old Town, much more attractive entrances have to be created particularly at the corner of East Parade/George Street. The possibility of erecting signs or arches at the entrance to the Old Town should be considered together with changes in the road surface. The junction High Street/George Street should be redesigned to establish a better connection between George Street and the rest of the Old Town.

6.4.2 Street Market Study

It has been suggested that the bye-laws in George Street should be altered so that retailers can present some of their goods on the street. A street market in the Old Town could also be introduced, either one day a week or once a month, say on Friday or Saturday. We would suggest locating it in a street in close proximity to George Street, but not in George Street itself. This would not only have an effect on the retailers in George Street but also in High Street, Courthouse Street and other streets. It is expected that most retailers would gain from the presence of such a market and a feasibility study should be undertaken.

6.4.3 Restriction on Planning Permissions

No planning permissions should be given for further conversions of houses into flats, or for any similar developments which would increase population density or parking demand until parking and public transport studies have been carried out.

6.5 Miscellaneous

6.5.1 Bypass Opportunities

The construction of the bypass should get high priority in order to relieve Hastings and Hastings Old Town from through traffic. After the completion of the bypass traffic calming measures should be developed and implemented for the Bourne and the seafront road. It has been suggested that the Bourne stream might be brought back to the surface and this could provide an attractive addition to the townscape in the long term.

6.5.2 Improved Cycle Facilities

At present, cycling in Hastings accounts for only 1.8% of all work trips of those who live and work in the town (1981 Travel to Work Tables of the Census). However cycling will become more important in the coming decades. Better cycling facilities can be provided not only for the indigenous population but also for tourists. New cycle routes could be created at relatively little expense, especially along the seafront and up through the town centre to Alexandra Park. A study on cycle ways is recommended.

7. WHERE DO WE GO FROM HERE?

In order to progress with recommendations in this report, a number of more detailed studies and other initiatives are recommended. These are listed below (not in order of priority) with tentative suggestions as to the organisations which should carry them out. To coordinate this programme of activity, it might be helpful if a working party were set up with representatives of the key participants.

Action	Agency
1. Traffic Calming Study	Environmental & Transport Planning and/or Borough Engineers.
2. Car Parking Study	Borough Engineers and/or consultants
3. Park and Ride Study	Bus companies in association with local authorities.
4. Tramway Study/light rail/bus services	Borough Planning Department and/or consultants, manufacturers, voluntary societies
5. Bus Service Improvement	County Council to be approached for advice and funding.
6. Entrance improvements to Old Town	Hastings Urban Conservation Project/ Old Town Forum/Borough Planning Department
7. Street Market feasibility study	Hastings Old Town Traders Association/Borough Planning Department/Borough Engineers
8. Development control policy changes	Borough Planning Department
9. Lobbying for bypass	Borough & County Engineers
10. Cycle Way Study	Friends of the Earth/ Borough Planning Department.
11. Survey/newsletter/public meeting	Hastings Urban Conservation Project/ Old Town Forum
12. Investigate all possible sources of funding, including the following:	Borough and County Councils, Borough Chief Executive, Secretary and/or consultants

English Heritage, Department of the Environment, Department of Transport, Residents, Traders/businesses, Visitors, EEC, Fund-raising Events, Civic Trust, Grant Making Trusts.

8. RELEVANT READING

Terra Firma Landscape Architects; *Hastings Old Town - Opportunities for Action*; HUCP; 1988.

Lord Holford and R.A.Haskell; *The Old Town, Hastings - A report on its Conservation and Development*; William Holford & Partners; 1966.

Steve Peak; *Old Town Walk*; Old Hastings Preservation Society; 1989.

Steve Peak; *Fishermen of Hastings; 200 Years of the Hastings Fishing Community*; News Books; 1989.

HUCP; *Hidden Hastings - Twittens Tour*; HUCP; 1988.

HUCP; *Hastings Urban Conservation Project Mid Term Review - 1986-1988*; HUCP; 1988.

Dr.Carmen Hass-Klau; *An Illustrated Guide to Traffic Calming: The Future Way of Managing Traffic*; Friends of the Earth, London; 1990.

Dr.Carmen Hass-Klau; *The Theory and Practice of Traffic Calming: Can Britain learn from the German Experience?*; Rees Jeffreys' Discussion Papers 'Transport and Society', University of Oxford, Oxford; 1990.

Dr.Carmen Hass-Klau; *The Pedestrian and City Traffic*; Belhaven, London, New York; forthcoming April 1990.

Study Day

TRAFFIC MANAGEMENT IN HASTINGS OLD TOWN

PARKING, PEDESTRIANISATION, PUBLIC TRANSPORT

Organised by the Old Town Forum (OTF) in association with the Hastings Urban Conservation Project (HUCP)*.

DATE: THURSDAY 30 NOVEMBER 1989

PLACE: GEORGE STREET HALL, 10 GEORGE STREET, OLD TOWN, HASTINGS

TIME: 10 A.M. TO 5.30 P.M.

COST: £5 (inclusive of buffet lunch)

AIM: TO GATHER FACTS, ANALYSE PROBLEMS AND WORK OUT SOLUTIONS

Traffic problems in the Old Town are never likely to be solved completely. But are there ways in which things could be improved? Should there be more parking facilities and if so where? Should more streets be pedestrianised or closed to through traffic and if so which ones? Would improved public transport or bike facilities be helpful?

This Study Day aims to bring together all those who can help to answer these questions - residents, traders, politicians, administrators, professionals - in order to develop a common agenda for action.

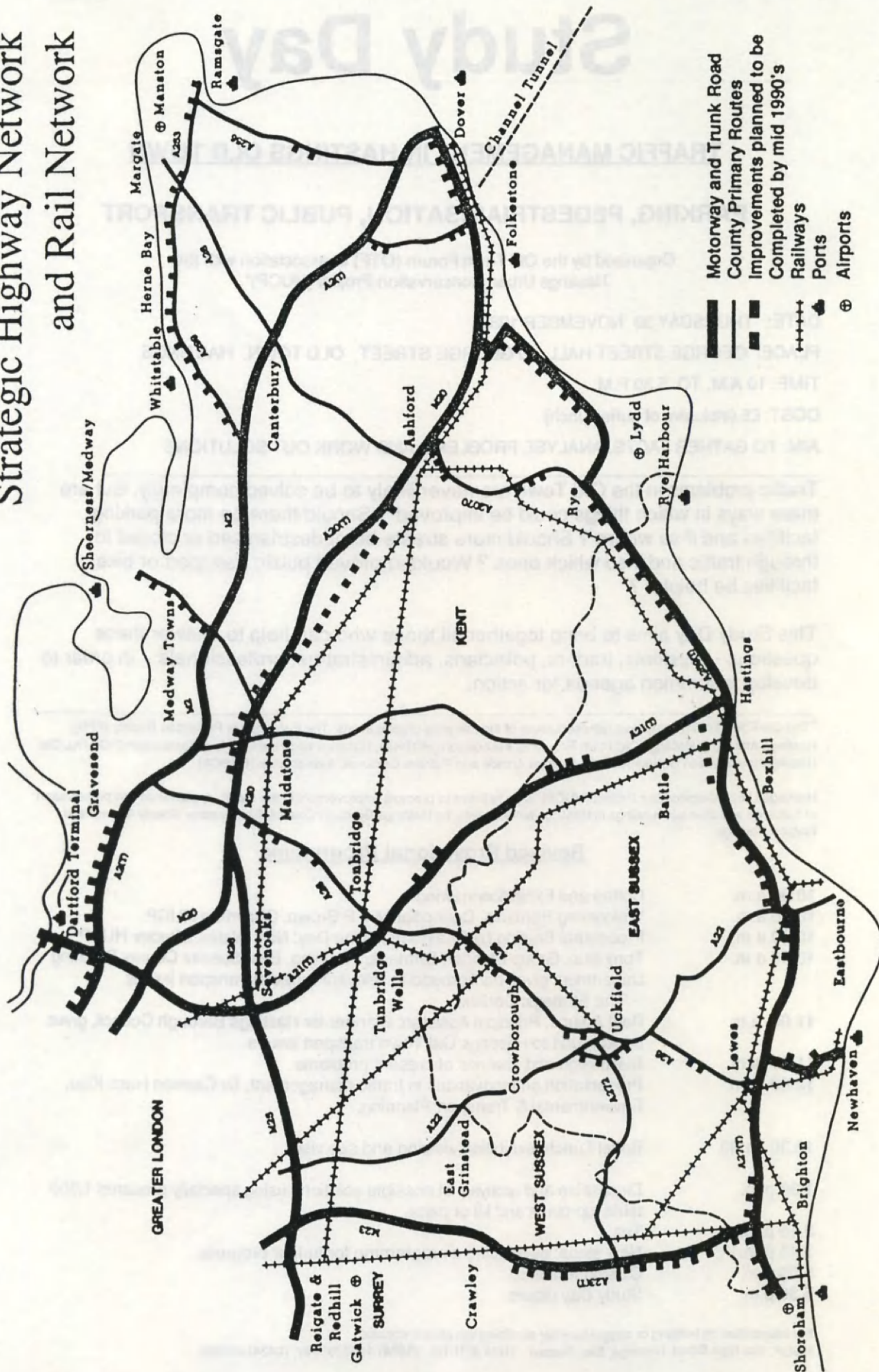
*The Old Town Forum comprises representatives of the following organisations: The Fishermen's Protection Society (FPS), Hastings Arts (HA), Hastings Old Town Residents Association (HOTRA), Hastings Old Town Traders Association (HOTTA), Old Hastings Preservation Society (OHPS), Pelham Arcade and Pelham Crescent Association (PAPCA).

Hastings Urban Conservation Project (HUCP) is an initiative to promote improvement in the repair, appearance and preservation of buildings and their surroundings in Hastings funded jointly by Hastings Borough Council, East Sussex County Council and English Heritage.

Revised Provisional Programme

10.00 a.m.	Coffee and Exhibition viewing.
10.30 a.m.	Welcoming Remarks: Councillor Mrs P Brown, Chairman HUCP
10.40 a.m.	Procedural Briefing by Chairman for the Day: Nick Wates, Director HUCP
10.45 a.m.	Tony Duc, Group Planner, Strategic Planning, East Sussex County Planning Department gives background to relevant regional transport issues - 'The Strategic Context'.
11.00 a.m.	Paul Adams, Principal Assistant Planner for Hastings Borough Council, gives background to Hastings Old Town transport issues.
11.15 a.m.	Discussion and analysis of present problems.
12.00 p.m.	Presentation on Innovations in traffic management, Dr Carmen Hass-Klau, Environmental & Transport Planning.
12.30 - 1.30	Buffet Lunch, exhibition viewing and site visits.
1.30 p.m.	Discussion and analysis of possible solutions using specially prepared 1:500 table top plans and kit of parts.
3.15 p.m.	Tea.
3.45 p.m.	Next steps: developing a programme for further progress.
5.00 p.m.	Closing remarks.
5.30 p.m.	Study Day closes.

Strategic Highway Network and Rail Network



Alternative On-street Parking Systems

1. Clockwork Parking Meters

Description:

Currently in widespread use; each parking space has a cash meter supported by a post.

Advantages:

1. Enables the driver who has just parked to pay for the facility on the spot.
2. Easy for traffic wardens to enforce correct parking as any illegally parked cars are readily identified by a red flag displayed on the clockwork meter.

Disadvantages:

1. High operating costs (in Brighton approx. 60% of the income generated). The largest costs are maintenance and regular cash collection.
2. As the meters contain money, they attract theft and vandalism.
3. Because there is one meter for every parking space, they become unsightly, cluttered street furniture.
4. Lose some revenue as a result of new parkers using the the previous parker's remaining time.
5. Lose potential revenue when out of order.

2. Electronic Parking Meters

Description:

Similar to clockwork parking meters with cash payment but use more sophisticated technology. Limited trials with these meters have been conducted in Westminster and the City of London.

Advantages:

1. Provide built-in audit facilities.
2. More reliable than clockwork meters so have less breakdowns resulting in lower maintenance costs.
3. Enables the driver who has just parked to pay for the facility on the spot.

Disadvantages:

1. High initial capital costs involved in installation.

2. As they contain cash they are also prone to theft and vandalism.
3. Environmental disbenefits as they are unsightly street furniture.
4. Lose potential revenue when out of order.

3. On-Street Pay and Display

Description:

One machine controls a number of parking spaces. Drivers purchase a ticket from the machine and then display it in their window. Westminster also conducted trials with this scheme.

Advantages:

1. Increase revenue as drivers cannot use previous occupant's remaining time on a meter. (In Queen's Square, Brighton, installation increased revenue over meters by 50%)
2. As one machine covers several cars, there is less clutter on the pavement.
3. Enables the driver who has just parked to pay for the facility in the vicinity of the car.

Disadvantages:

1. As they contain cash they are prone to theft and vandalism.
2. If they break down, potential revenue from several cars is lost.
3. They are difficult to locate in confined spaces.
4. Unsuitable for parking parallel to the kerb as this involves long walking distances to the machines for most motorists.

4. Cashless Parking Meters

Apart from an experiment in Birmingham, this is an untested technology in Britain. Cards are purchased by drivers at shops in the same way that people buy phone cards. When a parking space is needed the card is briefly inserted into the meter to give an allocated period of parking time. The experiment in Birmingham was not a success and has been abandoned.

Advantages:

1. No money stored in the meter so they should be less prone to theft and vandalism (though in Birmingham

vandalism was still a problem).

Disadvantages:

1. In the Birmingham experiment the technology was found to be unreliable.
2. Because there is one meter for every parking space, they become unsightly, cluttered street furniture.
3. Still basically an untested technology.

5. Card Parking

Description:

Cards are bought in local shops by drivers in the same way that phone cards can be easily obtained. When the driver arrives at a parking space relevant numbers on the card are either scratched off, or torn out of, the card to give the correct date and time of arrival at the parking space. The card is then trapped inside the car in the car window nearest the pavement for inspection by traffic wardens. On returning to the car the driver then discards the used paper card. A large number of card distributors is essential, otherwise motorists will have difficulty finding outlets. This would almost certainly lead to an increase in illegal parking. Visitors to an area where the scheme is in operation might have difficulties with the card scheme. However if there is a policy to encourage visitors to park in off-street parking areas this will help facilitate such a policy. Card parking is currently in operation in Bath.

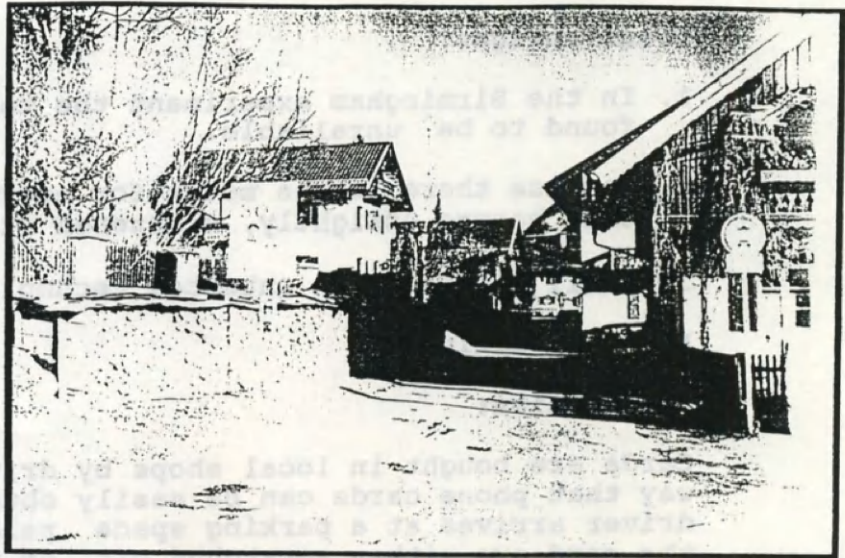
Advantages:

1. This method can be introduced with little initial expenditure as no installation of machinery is necessary.
2. Card parking leads to increased income due to each new driver not being able to use the previous driver's surplus meter time. No revenue is lost from meters being out of order.
3. No street furniture is involved.

Disadvantages:

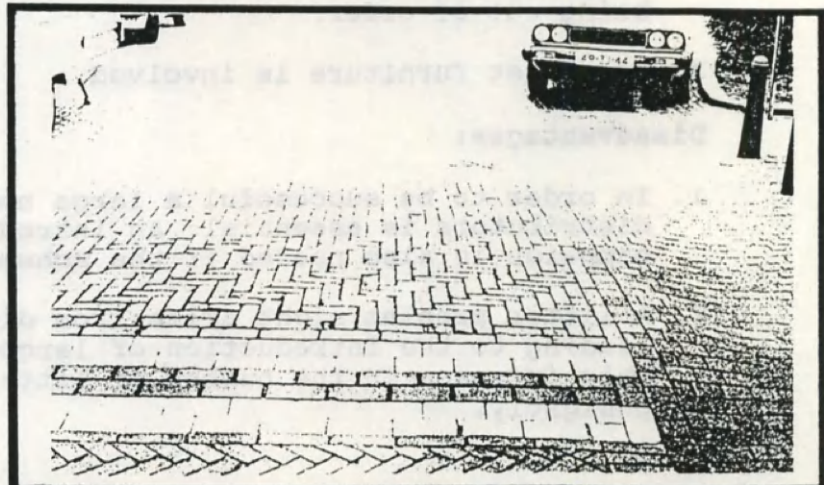
1. In order to be successful a large network of card distributors is essential. An introductory publicity campaign is also needed if the scheme is to succeed.
2. A litter problem might arise from discarded cards leading to the introduction of large numbers of bins. This increase in the number of litter bins might be unsightly.

(1) Example of a "shared use" street in Germany.



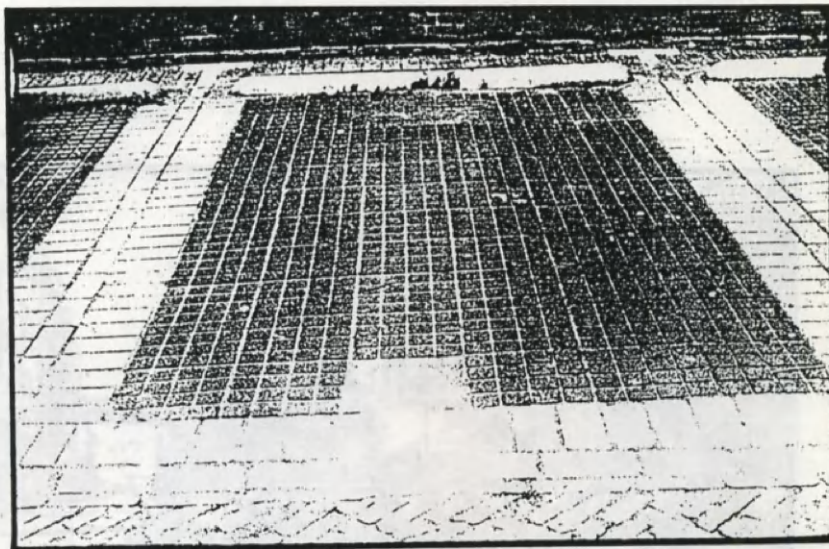
(2) Traffic calmed streets in Freiburg, Germany.

(3) Speed hump in the Netherlands.

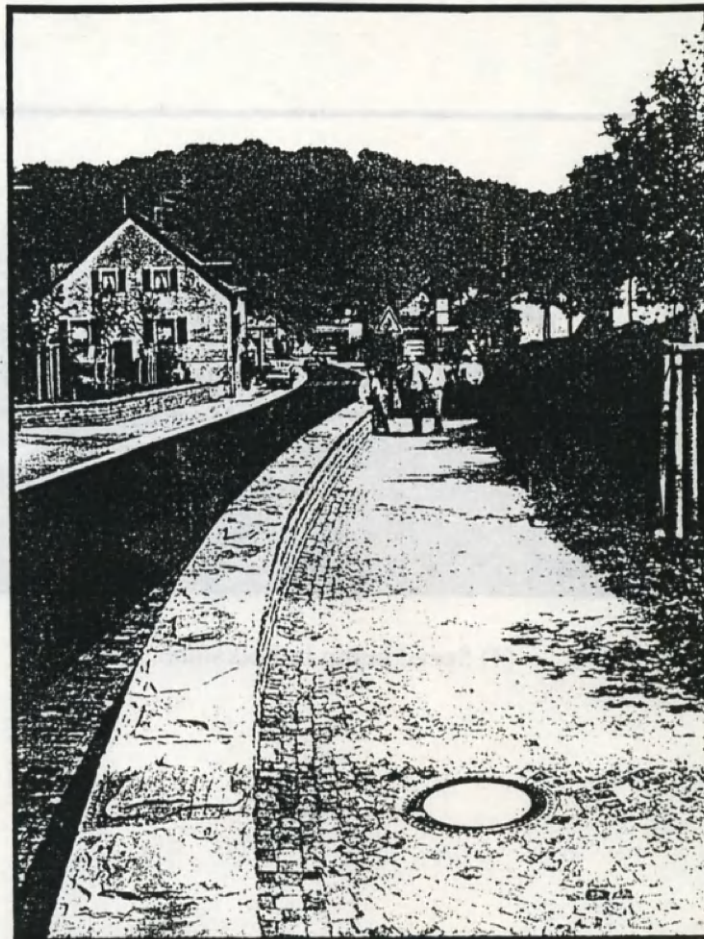




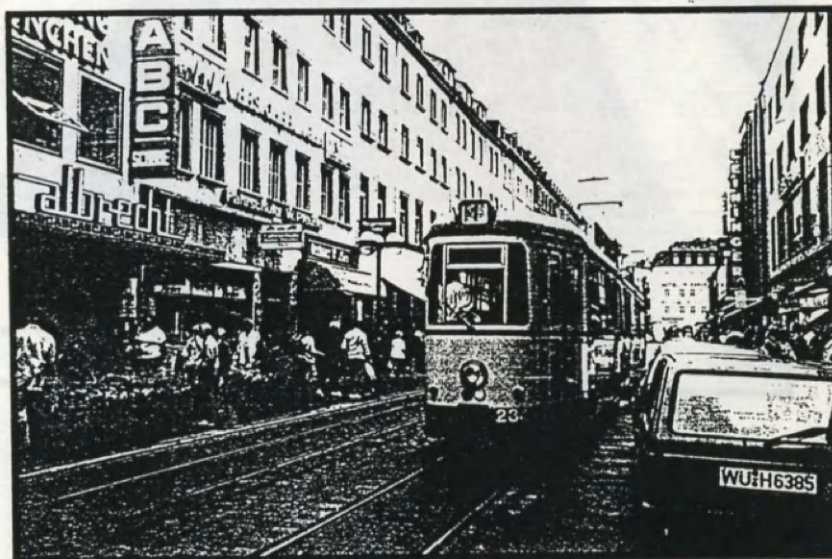
(4) Speed hump in Folkstone.



(5) An example of well designed car parking.



(6) An example of street calming in Műch, Germany.



(7) Tramway in Wurzburg, Germany.

