

## **Chapter 7 – Integrating Transport and Land Use**

## 7 Integrating Transport and Land Use

### 7.1 Introduction

7.1.1 The objective for this chapter of the Local Plan is:

**To achieve a pattern of land use and a network of transport links that reduce the overall need to travel through the location and design of development and by encouraging the use of alternatives to the car.**

7.1.2 The integration of transport and land use policies is a key element in supporting more sustainable travel choices and in reducing the need to travel. The principle ways in which this can be achieved, through the planning process, are by influencing the location and design of development and encouraging the use of alternatives to the car such as walking, cycling and public transport.

7.1.3 Developments that generate a significant number of trips should be located so as to minimise the demand for travel, especially by car and be designed to provide the greatest opportunities for access to key destinations by walking, cycling and public transport. Sites within existing built-up areas generally will be the best locations, development outside of these areas will need to demonstrate that it can be justified both in terms of need and accessibility.

7.1.4 The scope for achieving significant changes in travel patterns will vary with the scale type and location of development. A significant amount of development within the plan period will be small scale and dispersed across the Borough but is likely to generate a relatively small, but significant, number of movements. Notwithstanding this, it is appropriate that all new development should contribute towards encouraging a change in travel behaviour and also towards achieving the overall objectives and targets set out within the relevant area strategies. New development, which may increase the need to travel, will need to be complimented by programmes for infrastructure improvements and management of travel demand within each of the transport strategy areas.

7.1.5 The emphasis of the policies of this plan is to; provide improved facilities and attractive alternative modes of travel for those car based trips which are most susceptible to a change in habits and influencing the location of land uses.

7.1.6 To achieve changes in travel behaviour the Council will encourage people to walk, cycle or use public transport by:

- keeping journey distances to a minimum by locating new development as close as possible to a range of other activities;
- improving the quality of existing, and introduce new, pedestrian, cycle and public transport infrastructure such as footways, cycleways, crossing points, priority measures at junctions, provision of information and terminal facilities; and
- the design and layout of building and development which favours non-car modes of transport.

### 7.2 Transport in Test Valley

- 7.2.1 Many activities are currently highly dependent on the car as a means of transport. Restricting the use of the car may reduce personal mobility and damage the competitiveness of businesses in Test Valley to the detriment of the community unless attractive and convenient alternatives are in place. In setting out its policies the Council has sought to take account of the transport needs of local communities and national guidance on transport.
- 7.2.2 It is recognised that much of Test Valley is rural, and that non-car alternatives for many trips are not achievable or attainable. Less than 5 per cent of the Borough can be considered as urban and 40 per cent of the population live in a large number of relatively small communities outside of the principle settlements of Andover, Romsey, North Baddesley and Nursling and Rownhams. Some rural communities have limited bus services or none at all. Within the larger settlements public transport does not provide early morning and late evening services and some areas are served infrequently. Figure 7.1 below shows that car ownership is high.

**Figure 7.1: Percentage of Households With a Car<sup>110</sup>**

	<b>No Car</b>	<b>1 Car</b>	<b>2 or more cars</b>
<b>Andover</b>	20	48	32
<b>Romsey</b>	9	35	56
<b>Rural Test Valley</b>	13	41	46
<b>Hampshire</b>	17	43	40
<b>UK</b>	24	45	31

The emphasis must therefore be on:

- providing alternative types of travel to the car for journeys to key destinations (town centre, principal areas of employment, bus and rail stations) within the urban context; and
- influencing the location of new development in order to minimise the need for travel and providing direct links from new development for alternative types of transport to the car to key destinations.

- 7.2.3 Outside the larger settlements the distances between them and between the rural communities together with the characteristics of the highway network do not encourage cycling as a principal mode of transport to key destinations. The network of unlit rural roads and lanes are perceived by many to be unattractive and unsafe for regular commuting journeys by cycle.
- 7.2.4 Within the urban settlements of Andover and Southern Test Valley, congestion on the highway network, although of concern to residents, is relatively light in the peak periods compared with larger urban areas in Hampshire or the Country. This is particularly the case in Andover where the road network developed as part of its planned expansion in the 1960's and 1970's is relatively unconstrained.
- 7.2.5 Many land uses are reliant on access by car for their competitiveness, viability and success. Without attractive and convenient alternatives, attempting to limit car use through reduced car parking and traffic management may harm personal mobility and damage the competitiveness of business. In areas such as Test Valley, even

<sup>110</sup> HCC TRANSPOL 1997, Andover Travel Survey August 2000, TEMPRO V3.1, Hampshire County Council.

in the towns, alternatives for many types of trips may never be made attractive enough to compete effectively with the convenience and relatively low marginal cost of car travel.

### 7.3 Existing Transport Network and Travel Patterns

7.3.1 The Highway Authority undertakes a countywide programme of travel surveys, which provides information on travel patterns. The survey carried out in 1997 for Test Valley, which is summarised in Figure 7.2 below, shows a strong reliance on the car as a means of transport.

**Figure 7.2: Percentage of Journeys to Work by Mode<sup>111</sup>**

	Walk	Cycle	Bus	Train	Car	Other
<b>Andover</b>	5.9	5.1	5.1	2.0	81.1	0.8
<b>Romsey</b>	6.5	2.8	3.7	4.6	80.5	1.9
<b>Rural Test Valley</b>	7.7	3.6	5.9	4.4	75.1	3.3

#### **Pedestrians and Cyclists**

7.3.2 The principal built-up areas of Andover and Southern Test Valley, are served by a network of footpaths and footways developed in association with development, few are independent of the road network. Pedestrians in the rural villages are served in many cases by narrow footways and often have no footways at all.

7.3.3 Provision for cyclists in the form of complete routes linking settlements and key destinations within them is being improved. Over the last ten years the Council and Highway Authority has together with developer contributions undertaken significant investment in the cycle network with a number of routes either being completed e.g. North Baddesley to Valley Park, Upper Clatford to Andover town centre or nearing completion e.g. Charlton to Andover town centre. The network serving the villages is being developed, particularly to those adjoining Andover and Romsey, e.g. from Andover to Weyhill and to Enham Alamein. Future investment will be guided by the Council's cycle strategy adopted as supplementary planning guidance.

#### **Public Transport – Bus**

7.3.4 The Borough is served by a number of bus operators and a network of bus services serve the built-up areas of Andover, Southern Test Valley and the rural communities between. Longer distance services also operate to centres outside of the Borough e.g. Basingstoke, Winchester, Southampton, Salisbury and Devizes. The bus stations for Andover and Romsey are both centrally located within their respective town centres.

#### **Public Transport – Rail**

7.3.5 Two main lines pass through the Borough; London - Exeter with stations at Andover and Grateley and Bristol - Southampton with stations at West Dean, Dunbridge and Romsey. A passenger service from Romsey to Eastleigh via Chandlers Ford is also being developed. These routes provide regular inter - city services with journey times of 70 minutes from Andover to London and of 100

<sup>111</sup> HCC TRANSPOL 1997, Andover Travel Survey August 2000, TEMPRO V3.1, Hampshire County Council

minutes from Romsey to Bristol. A dedicated bus service provides a rail passenger service from Romsey to Winchester rail station.

- 7.3.6 Combining bus and rail trips is hampered by the relationship between the terminus locations. The bus and rail stations are in separate locations in both towns, in Andover they are approximately 1 kilometre apart and in Romsey 0.7 kilometres apart.

### **Highway Network**

- 7.3.7 The Highway Network in Test Valley comprises three categories:
- the National Primary Route Network (NPRN) which comprises the M3, M27, M271, A36 (T), A34(T), A303 (T), and A338;
  - the Strategic Road Network (SRN) which includes other roads of more than local importance and comprises the A343 / A3057 / A3093 Andover Northern ring road;
  - the non-strategic road network which includes all other roads.
- 7.3.8 Andover has good access to London via the A303 and to the Midlands and the south coast via the A34. Romsey has good access to the Midlands and London via the M3 and the coastal towns of Hampshire and Dorset via the M27. Access to the villages in the rural parts of the Borough is via a network of minor roads and rural lanes.

## **7.4 Policies**

- 7.4.1 This chapter sets out in three sections the general transport policies, which seek to implement the objectives identified. These sections address:
- new development;
  - safety of movement; and
  - managing movement.
- 7.4.2 The emphasis of the policies of this plan is to; provide attractive alternative modes of travel for those car based trips which are most susceptible to a change in habits influencing the location of land uses and providing facilities that would offer a realistic alternative to the car.
- 7.4.3 The framework for the transport policies of this plan are based on national policy guidance; including PPG12 "Development Plans" (December 1999) and PPG13 Transport (March 2001) and county guidance set out in the Hampshire County Structure Plan Review (1996 - 2011) and the Hampshire Local Transport Plan (LTP), 2001 – 06.

### **Area Transport Strategies**

- 7.4.4 The current LTP covers the period 2001 – 2006 and sets out the strategic policies and targets which aim to; reduce the need to travel, reduce the rate of traffic growth, increase the use of non-car modes of transport and reduce accidents. The targets are in accordance with the Road Traffic Reduction Act 2000. The County Council is in the process of preparing a new LTP (2) that will cover the

period 2006 – 2011 which will be completed by the end of March 2006. The County is divided into four transport strategy areas, three of which relate to Test Valley. They are the Central Hampshire Transport Strategy Area (formerly Andover Transport Strategy and West Hampshire Transport Strategy), the Solent Area (formerly Southwest Hampshire Transport Strategy) and the New Forest Area.

- 7.4.5 Where development takes place the Council and Highway Authority in assessing its impact on the travel patterns of the Borough will seek to ensure that it contributes to meeting the targets set out in the area strategies and LTP. Each of the strategies has been the subject of public consultation and are monitored by the County Council through its Annual Progress Report.

## 7.5 **New Development**

### **TRA 01: TRAVEL GENERATING DEVELOPMENT**

**Development which results in an increase in the need to travel will be permitted provided that it:**

- a) does not have an adverse impact on existing pedestrian, cycle or public transport users of the highway; and**
- b) includes measures that minimise its impact on the transport network; and**
- c) its location is well served by public transport; and**
- d) is accessible to pedestrians and cyclists.**

- 7.5.1 To achieve national and local transport targets it is considered that all development which generates an increase in movements should contribute to the objectives of reducing the need to travel. The cumulative impact of small scale development during the plan period on travel patterns is likely to be significant.

- 7.5.2 A key objective is to promote walking, cycling and use of public transport. New development should not inhibit existing patterns of travel by these modes or result in journeys which are less convenient or attractive.

- 7.5.3 Any proposed development should accord with the policies and proposals of the relevant transport strategy. To complement the area transport strategies and their objectives development will need to demonstrate that any negative impact on the transport network of the Borough will be minimised. A transport assessment will be required to identify the scope of the developments' impact and how it is proposed to minimise it<sup>112</sup>. The scope of the assessment itself should be agreed with the Highway Authority and the Council and should reflect the scale of the development being proposed, the larger the scheme the more comprehensive the nature of the evaluation. For example improvements to the pedestrian and cycle network, public transport infrastructure which serves the site and development of Site Travel Plans. New development should have regard to the Council's Cycle Strategy adopted as Supplementary Planning Guidance in 2003.

- 7.5.4 Development should maximise accessibility to key destinations through their

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<sup>112</sup> The thresholds above which transport assessments and site travel plans are required as set out in PS10 in Annex 2.

location and design. It should be related to existing or proposed transport facilities in order to promote trips, which are made by non-car modes of transport. Sites, which are poorly related to such facilities i.e. in terms of distance and convenience, are less likely to meet national and local targets (ref. para. 7.4.4).

#### **TRA 02: PARKING STANDARDS**

**Development (including changes of use) will be required to provide parking for cycles, motorcycles, cars and commercial vehicles in accordance with the standards set out in Annex 2.**

- 7.5.5 The control of parking provision is an integral element of the wider strategy and objectives of reducing the need to travel by private car. However, decisions on the amount of parking to be provided in association with new development needs to take account of local circumstances. The level of parking provision should reflect local conditions and factors such as car ownership.
- 7.5.6 Test Valley is a predominantly rural area and there is a high level of car ownership with only 14.5 % of households having no car or van and 45.3% households owning 2 cars or more (compared to a UK average of 26.8% and 29.4%). For many residents requiring access to or from rural locations, the car may be the only viable option. When residents own more cars they require parking/storage for those vehicles even when unnecessary usage of the vehicles is being discouraged. The aim of the policies is to reduce car usage rather than car ownership.
- 7.5.7 The standards set out in Annex 2 are those adopted by the Highway Authority in 2002. An integral element of application of the standards to new development is an assessment of the availability of alternative means of transport to the car. Proposals for development will need to justify the level of parking proposed. Reductions in the maximum car parking standards will be considered by the Council where it is satisfied that there are genuine alternatives to the car. Within the urban areas in locations such as town centres, where services are readily accessible; where there tends to be a larger concentration of smaller housing units suitable for the elderly or young people who have less demand for parking; and where off street parking may be less likely to be successfully designed into a scheme, the parking requirements may be reduced. Figure 7.3 below sets out the criteria and locations where there is potential to reduce car parking standards. In other locations, particularly the rural areas or in new developments further from the town centre it may not be acceptable to restrict off street parking to the same degree because this can lead to undesirable on street parking. For this reason whilst it is likely that an average of less than 1.5 parking spaces (PPG 3) will be provided within accessible urban areas (where there will be larger numbers of smaller dwellings) in newer developments, less accessible to the town centres (where there are larger numbers of family homes), an average of 1.5 spaces per dwelling may not be appropriate.

**Figure 7.3 Locations Where There is Potential to Reduce Car Parking Standards**

<b>Location</b>	<b>Potential Reduction</b>
Within 400 <sup>113</sup> metres of Andover and Romsey Town Centres	Up to 100% for all developments
Within 1300 <sup>114</sup> metres of Andover and Romsey Town Centre; and Within 300 <sup>115</sup> metres of a frequent <sup>116</sup> bus route to the town centre; or Within 400 metres of the railway station	Up to 50% for residential development Up to 75% for retail development Up to 30% for employment uses

**TRA 03: PUBLIC TRANSPORT INFRASTRUCTURE**

**Development will be permitted provided that it would not result in either the loss or relocation to less convenient and accessible locations of public transport infrastructure.**

- 7.5.8 The existing infrastructure for taxis, buses and trains provides a sound basis for developing services and promoting greater patronage. The terminus facilities for all three modes of transport are located in or close to the town centres of Andover and Romsey. The importance of local facilities such as bus stops and shelters should not be underestimated and proposals which may require their relocation will not be considered favourably.

**TRA 04: FINANCIAL CONTRIBUTIONS TO TRANSPORT INFRASTRUCTURE**

**Development which generates additional demands for travel will be permitted provided that a proportionate financial contribution is made towards improving the transport network and, or towards sustainable modes of transport to minimise its impact on the transport network.**

- 7.5.9 Where an otherwise acceptable development is likely to impose additional burdens on existing transport infrastructure, contributions will be required for improvements off-site that will enable travel needs generated by the development to be accommodated and support the achievement of the targets set out in the area strategies and LTP. Where the increase in movements as a result of a proposal are small, it is considered that contributions be sought, as the cumulative impact could be significant. Contributions could be sought to support sustainable modes of transport, including new and improved pedestrian and cycle facilities, improved public transport services (including the Andover Bus Station improvement where appropriate) and facilities and funding for Site Travel Plans. Improvements to the highway network may also be required to assist in the management of traffic. The contributions will be informed by the transport assessment.

**7.6 Safety of Movement**

<sup>113</sup> for the purpose of this plan, 400 metres is considered to be easy walking distance

<sup>114</sup> for the purpose of this plan, 1300 metres is considered to be cycling distance

<sup>115</sup> for the purpose of this plan, 300 metres is considered to be close to a bus stop.

<sup>116</sup> a 'frequent' service is defined, for the purpose of this plan, as one which operates a minimum of 5 days a week, with at least 3 buses an hour in each direction at peak times and one bus per hour in each direction throughout the day

**TRA 05: SAFE ACCESS**

**Development will not be permitted where access to the highway is unsafe for existing and proposed users.**

- 7.6.1 All development must be able to provide safe access for all users of the highway where new access(es) or additional use of existing unsatisfactory access(es) or minor roads are required, the Highway Authority or its agents will need to be satisfied that it is safe and that the appropriate visibility to all highway users can be provided.

**TRA 06: SAFE LAYOUTS**

**Development will not be permitted unless the internal layout of the site is safe, attractive and functional for all highway users and it connects with existing and proposed links to key destinations.**

- 7.6.2 All development must meet the needs of the likely occupants and those services which are an integral part of its day to day functioning such as refuse and emergency vehicles, in residential areas, and, in commercial areas, delivery vehicles. In new residential areas particular attention is required to mitigate the visual impact of the private car with emphasis given to pedestrians, cyclists and public transport depending upon the scale of the proposals.

**TRA 07: ACCESS FOR DISABLED PEOPLE**

**Development will be permitted provided that in the case of land or buildings for use by the general public safe and convenient access for people with a visual or mobility impairment is provided.**

- 7.6.3 Proposals for development provide an opportunity to secure a more accessible environment for everyone. Part M of the Building Regulations (1999) deals with access into and within buildings for disabled people. However, it is important that the needs of those with visual or mobility impairments are taken into account in the overall design and layout of development schemes, for example by providing ease of movement to chosen destinations.

**TRA 08: PUBLIC RIGHTS OF WAY**

**Development will be permitted provided that it maintains the existing public rights of way or provides diversions which are no less direct or attractive than existing routes.**

- 7.6.4 New development should be located and designed in such a way as to avoid the unnecessary loss or diversion of public rights of way. The existing network, particularly those routes which provides links between residential areas and between them and important destinations should be retained and their use promoted. The preferred approach is to incorporate them into the new development and enhance them with new rights of way created where a need is identified.

7.7 **Managing Movements**

**TRA 09: IMPACT ON THE HIGHWAY NETWORK**

**Development will be permitted provided that it does not have an adverse impact on the function, safety and character of the highway network.**

- 7.7.1 Where proposals involve large numbers of movements an integral element of its design and layout will be the primacy given to walking; cycling and public transport e.g. safe and convenient routes for pedestrians and cyclists, secure storage facilities for cycles and motorcycles, measures to promote public transport such as shelters, are some examples. The layout of the development will also need to demonstrate that car movements in terms of convenience has been minimised.
- 7.7.2 Directing movements to the appropriate elements of the transport network is important to achieve the most efficient use of the existing and proposed infrastructure. This can be achieved through the use of traffic management measures and by the control of the scale and/or type, location and lay-out of new development. The choice of approach will need to take account of the character of the area, particularly so in sensitive locations such as conservation areas and important landscape areas.
- 7.7.3 The Local Plan has a relatively limited role to play in traffic management issues which are primarily non-land-use and as such are dealt with by the Highway Authority or the Borough Council acting as their agents. The main objectives of traffic management schemes are usually related to the improvement of road safety, reduction in traffic speeds, environmental enhancement, the improvement of facilities for pedestrians and cyclists, the promotion of public transport and also parking arrangements. Consultation on these schemes is undertaken as part of a separate process to the Local Plan and as an integral part of scheme development. In addition statutory consultation is undertaken on schemes which require Traffic Regulation Orders. A number of traffic management schemes are proposed for the respective strategy areas.