

SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL



**YOUR PLACE
YOUR PLAN.**
Winchester District Local Plan

BACKGROUND

6.1

Mitigating and adapting to climate change and reducing the carbon footprint of the district is an important part of the new Local Plan. There needs to be a step change away from continued reliance on private cars as a main travel solution and the use of sustainable and active means of travel must be prioritised and made more attractive options.

6.2

The city council's climate change targets for the district and objectives of the City of Winchester Movement Strategy, Air Quality Action Plan and Carbon Neutrality Plan will only be met by ensuring that we prioritise development towards sustainable transport modes of travel which includes safe and accessible means of transport with an overall low impact on the environment which includes walking, cycling, ultra-low and zero carbon emission vehicles, car sharing and public transport. This is because

transport is one of the highest contributors towards the carbon footprint of the district and the private car is the least sustainable form of transport.

6.3

Transport provision and in particular access to sustainable public transport varies considerably across the district, with relatively good accessibility in Winchester Town, ranging to very poor accessibility in some of the more remote rural areas. The main transport issues relate to the need to reduce carbon emissions, road safety, accessibility, congestion and pollution to improve air quality. The biggest challenges in accommodating development will be in relation to ensuring the development generates as little new private car traffic movements as possible and providing the necessary infrastructure to accommodate more sustainable means of travel and ensure access to facilities and services.

LOCAL TRANSPORT PLAN, WINCHESTER MOVEMENT STRATEGY AND THE CITY OF WINCHESTER LOCAL CYCLING AND WALKING INFRASTRUCTURE PLAN

6.4

Hampshire County Council is currently in the process of updating their Local Transport Plan which sets out its vision for future transport and travel infrastructure. The current Local Transport Plan (LTP3) was developed in 2011 but is no longer relevant to today's challenges and opportunities.

The draft LTP4:

- Describes our transport vision for 2050, the key transport outcomes we are seeking to achieve, and the principles that would guide future investment and decision making in relation to transport and travel;
- Sets out transport policies covering all aspects of transport planning, delivery, and operation (i.e. the 'rules' about how we would do things and how we want others to do things);
- Presents our approach to delivering the Plan – 'making it happen', setting out a roadmap to 2050 and how we would prioritise, fund and deliver interventions, and monitor our progress; and
- Supports the county council's wider strategies, plans and priorities.

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The draft LTP4 reflects extensive scoping and stakeholder engagement work and is now presented for formal consultation, to identify whether any further changes are required before it is considered for adoption.

Winchester Movement Strategy

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Hampshire County Council and Winchester City Council have worked in partnership to produce the Winchester Movement Strategy. This is based around removing constraints to travel and transport around Winchester to enable growth and make the city a healthier and more accessible place to live, work and visit. It identifies these three priorities:

- Reduce city centre traffic;
- Support healthier lifestyle choices; and
- Invest in infrastructure to support sustainable growth.

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The City of Winchester Local Cycling and Walking Infrastructure Plan (LCWIP) is one a series of technical studies that have been developed as part of the Winchester Movement Strategy – which focusses on the built-up urban area of Winchester town.

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The LCWIP sets out a proposed network of 13 walking routes and 9 cycling corridors where improvements are to be delivered within the city over the next decade or so, and six proposed improvements that have been prioritised for delivery. It also summarises where the main trip generators

are within Winchester, and sets out data about current travel behaviour in the city and where existing cycling and walking infrastructure is located, as well as factors like topography and the likelihood of different routes to be used for cycling. The LCWIP is currently under review and a district wide LCWIP is being prepared.

6.9

The above Plan aligns with the Department of Transport 'Gear Change – a bold vision for cycling and walking

assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/904146/gear-change-a-bold-vision-for-cycling-and-walking.pdf

and cycle infrastructure design gov.uk/government/publications/cycle-infrastructure-design-ltn-120

Winchester Vision 2020 – 2030

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Whilst the Winchester Vision is solely focussed on Winchester town, the work that was undertaken as part of this commission focussed on the need to reduce the reliance of the private motor car and promoting the concept of the 15 minute cities. Given that there is a climate emergency, it is considered appropriate to embed the concept of 15 minute cities into the Local Plan and apply these principles in the parts of the district where this is achievable whilst recognising that the concept of 15 minute cities does not work for all of the district.



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THE ROLE OF THE LOCAL PLAN

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The Local Plan has a key role to play in promoting sustainable transport modes of travel and how the Local Plan can be used to promote the concept/principles of 15 minute cities and focus new development in the most sustainable locations with high quality infrastructure to promote active travel and access to public transport buses and trains to connect together neighbourhoods, facilities and services. It can focus on streets for people and not cars resulting in a more attractive, cleaner environment accessible to all. It is, however, important to recognise that whilst we want the design process to really focus and prioritise sustainable transport modes of transport over the private car because of the rural nature of the district, it may not be possible to completely rule out the use of the private car.

6.12

Coming out of the pandemic there are opportunities for the Local Plan to capitalise on some of the positive changes in peoples' habits that have occurred. More people are working regularly from home reducing the need to travel by private car and for some this will be a long-term change in the way they work.

6.13

People have started to walk and cycle more during the pandemic both for exercise and to undertake local journeys possibly encouraged by the reduction of car traffic on the roads. Walking, cycling and other types of active travel are important contributors to health and wellbeing and the reduction of cars on the road has improved air quality particularly in Winchester Town where air pollution from vehicle sources has been an issue. Reduced parking provision in a planned and managed way can facilitate higher density development and support the creation of mixed and vibrant places that are designed for people rather than vehicles. The allocation of sites in the plan and the plan policies can ensure that these sustainable principles are followed.



6.14

The National Planning Policy Framework makes it clear that transport issues should be considered from the earliest stages of plan making to allow impacts of development on the transport networks to be addressed, opportunities to promote walking, cycling and public transport are identified and pursued, environmental impacts of traffic are assessed and mitigated where necessary and transport contributes to making high quality places. The council wants sustainability and the aim of carbon neutrality to be at the forefront of developers' minds so that planning applications show that sustainable and active forms of travel are being prioritised over use of the private car which is the least sustainable form of transport.

- The Local Plan can allocate land for park and ride to reduce the number of cars coming into Winchester. As part of an overarching approach to parking and access management the plan can reduce and allocate car parks in towns for example for other uses such as residential development and ensure park and ride sites are located in the areas of most demand.
- Existing car parking standards can be reduced in areas where there are other more sustainable modes of transport which can be addressed this through updating car parking standards.
- The Local Plan can accommodate opportunities for low carbon modes of transport such as hydrogen or electric vehicles and in doing so support the move away from petrol and diesel fuelled vehicles. This could for example, include "last mile" delivery by sustainable movement from vehicle hubs.



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THE ROLE OF THE LOCAL PLAN (CONTINUED)

Key Issues:

- i. The council agrees that carbon neutrality is a vitally important issue and is a major urgent priority. It has published its Carbon Neutrality Action Plan 2020- 2030 which sets out how it will achieve the aim of being a carbon neutral council by 2024 and district by 2030.
- ii. As result of the climate emergency and the recognition that transport is one of the highest emitters of carbon, the new Local Plan has a role to play in terms of reducing the carbon footprint of the district and ensuring that new development is directed towards areas where it is fully integrated with existing sustainable infrastructure, services and is not designed around car-dependency with the aim of creating 15 minute communities where that is feasible.
- iii. The stage one Transport Assessment has identified opportunities to encourage a shift to more sustainable transport usage (Transport assessment stage 1 report).
- iv. The Local Cycle and Walking Infrastructure Plan for Winchester Town that promotes walking and cycling as the prime modes of transport. (it is intended to extend this to other areas in the district) ([Local Cycling and Walking Infrastructure Plan](#)).
- v. The Local Plan needs to promote places that are less reliant on the private motor car for transport and deliver a transport strategy that offers people a viable and attractive alternative to the private motor car.
- vi. The Local Plan can build on the new opportunities and trends that have been created during the pandemic such as more people working regularly at home and the positive impact of this on for example, air quality and the growth of cycling and walking along with the potential future growth in e-bikes.
- vii. The Local Plan can help to deliver walking, cycling and other active travel opportunities that are safe, secure and where they are needed making connections between where people live and where they need to go to shop, work, school and access facilities.
- viii. The Transport Assessment / Local Plan can try to identify and address the lack of sustainable and active travel options in the rural areas by promoting travel hubs or community travel schemes where new development makes it viable to do so.
- ix. The Local Plan can move away from the “predict and provide” method of increasing the capacity of the road network to accommodate more cars with the associated negative impacts on air quality, health and increased carbon footprint and focus on reducing the need to travel and tipping the balance in favour of walking, cycling and passenger transport.





Key
Issues

15 MINUTE

NEIGHBOURHOODS



PROPOSED NEW STRATEGIC POLICY –

Promoting active and sustainable transport and travel and reducing private car use for all new development and plan allocations.

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The National Planning Policy Framework and associated Planning Policy Guidance makes it clear that transport issues should be:

- Considered from the earliest stages of plan making to allow impacts of development on the transport networks to be addressed,
- Opportunities to promote walking, cycling and public transport are identified and pursued,
- Environmental impacts of traffic are assessed and mitigated where necessary; and
- Transport contributes to making high quality places.

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In order to ensure that the Local Plan accords with the guidance in the NPPF and supports the aims set out in the council's climate emergency the preferred approach is to include an overarching strategic transport / travel policy that sets out the council's aspirations in respect of promoting sustainable and active travel above the use of the private car.

6.17

Planning applications should be supported by a travel plan prepared in accordance with the advice on the Hampshire County council website <https://www.hants.gov.uk/transport/developers/travelplans> Travel Plans should identify the measures taken to facilitate and encourage the use of active and sustainable travel modes thereby reducing the need to travel by private car.

6.18

Work on implementing the Local Cycling and Walking Infrastructure Plan (LCWIP) identifies a network of key walking and cycling routes across Winchester and recommends actions along those routes where improvements are needed. Applications will be required to contribute to the delivery of the LCWIP to raise the profiles of cycling and walking as viable alternatives to driving, contributing to the objective of reducing the level of car usage in Winchester.

6.19

Where appropriate, relevant and in accordance with other policies in this Plan, the council will seek, by means of legal agreements, implementation through section 278 agreements, or financial contributions through section 106 towards improvements to local transport networks and cycling and walking routes. Contributions may take the form of improvements to infrastructure such as road junctions, cycle and walking routes, enhancement to existing bridleways and footpaths, or the provision of additional or improved public transport services.

6.20

Active travel and sustainable transport are an essential consideration when developing a site and determine how the site will function in terms of travel patterns. To encourage the uptake and continued use of active and sustainable modes of transport, the location, design and layout of development will need to demonstrate significant prominence and priority being given to pedestrian and cycle movements and then to sustainable transport initiatives and lastly to private car use, maximising integration with bus or other public transport networks.

6.21

For a site to be considered sustainable outside of existing settlement boundaries in respect of accessibility, it will need to be demonstrated that the intended use and occupiers have a reasonable prospect of a choice of sustainable travel modes of transport to key destinations. Where it is proposed to improve the transport credentials of a site by means of contributions to the transport infrastructure serving it, it would need to be demonstrated that the suggested measures were feasible, viable and are sustainable.

6.22

It is essential that new developments provide safe and suitable internal layouts and access to the highway network and provide an internal layout that minimises the likelihood of conflict between road users, whether vehicular, pedestrian or cyclist. Where new accesses or additional use of existing unsatisfactory access(es) or minor roads are required, the Highway Authority will need to be satisfied that it is safe and that the appropriate visibility for all highway users can be provided.

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The technology around electric and hydrogen vehicles is changing rapidly and new requirements will need to be incorporated into the layouts of schemes when they become available to ensure that the most sustainable development is being achieved.



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PROPOSED NEW STRATEGIC POLICY –

Promoting active and sustainable transport and travel and reducing private car use for all new development and plan allocations.

What are we aiming to achieve



As result of the climate emergency and the recognition that transport is one of the highest emitters of carbon in the district, the new Local Plan has a key role to play in reducing the carbon footprint of the district and improving air quality. In order to achieve this new development needs to be directed to areas where it is fully integrated with existing sustainable infrastructure and active travel opportunities and ensuring that the design and layout of a development is not designed around car-dependency.

The strategic policy needs to enable a step change away from continued reliance on private cars as a main travel solution and promote the use of sustainable transport modes of travel. It is, however, to recognise that as a large

percentage of the district is rural in nature we cannot totally rule out the use of the private car but we can use the design process to actively encourage people to use sustainable transport modes of travel where they are available. It needs to achieve the provision of high quality public realm and landscape design, to create streets where people can enjoy and will chose to walk and cycle rather than use a car. Delivering on this ambition will lead to improved health through an increase in physical activity; reduced congestion on the highway network by providing more sustainable travel choices; improved air quality and safer active travel.



PROPOSED NEW STRATEGIC POLICY –

Promoting active and sustainable transport and travel and reducing private car use for all new development and plan allocations.

Strategic Policy T1

Sustainable and Active Transport and Travel

Planning applications for the development that would increase travel must be supported by a travel assessment to quantify the amount and type of travel and should prioritise;

- i. Offering a genuine choice of sustainable and active transport modes of travel; prioritising walking, cycling and public transport, followed by car clubs, electric/hydrogen vehicles and lastly private fossil-fuelled vehicles;
- ii. Designing development so that it minimises the need to travel by private car;
- iii. The concept of 15 minute neighbourhoods;
- iv. Incorporating sustainable and active travel routes into the layout with connections to the wider

network, which must be made available and usable at all stages of development particularly on large or phased sites, in a way that results in a safe, attractive, secure and convenient way that encourage all users, including those with disabilities and reduced mobility, to use more sustainable forms of transport such as walking, cycling or buses, at every stage of the development; and

- v. The continued safe and efficient operation of the strategic and local road networks;
- vi. Any proposed new accesses and intensified use of existing accesses onto the road network can demonstrate that they will not result in reduced highways safety or a significant traffic congestion/delays.

STRATEGIC POLICY



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PARKING STANDARDS FOR NEW DEVELOPMENTS

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The council's current residential parking standards are set out in the Residential Parking Standards SPD adopted in 2009. As these car parking standards predate the climate emergency these standards will need updating as they currently provide fairly generous parking standards for new residential development where the onus was on the developer to justify why they could not meet the standard or considered that an alternative approach might be more appropriate. To enable a step change away from planning for the private car the approach needs to be turned around and developers will need to demonstrate why they are planning for the number of car parking spaces in their developments. With new development being focussed on sustainable settlements it should be possible to see a reduction in the number of car parking spaces being provided for each dwelling. Parking for residential properties must be considered after active and sustainable travel options have been catered for. The SPD on Residential Parking Standards will be updated to align with the climate emergency and will be consulted on in due course.

6.25

Residential development proposed with no parking provision will be supported where it is located in easy walking distance of a range of services and facilities, there is suitable access to non-car based modes of transport, and it is demonstrated that the lack of provision will not be to the detriment of the surrounding area.

6.26

As part of the design process, the location and treatment of car parking should be carefully assessed and it should be demonstrated through the Design and Access Statement how the scheme has promoted car-free environments, minimised on-site parking provision and justify the reasons for how the car parking has been laid out and the number of car parking spaces that have been provided on the site.

6.27

It is essential that the Design and Access Statement also demonstrates how cycling (including cycle parking) has been prioritised in the design process along with parking associated with all other forms of active travel. Development will also need to show how they cater for those with mobility issues needing to use some sort of specialised modes of transport such as mobility scooters including storage arrangements. There will also need to be consideration of secure storage and parking facilities for cycles and other forms of e-mobility (for example, e-bikes and e-scooters).

6.28

Safe, secure, undercover parking for non car methods of travel will be prioritised and should be considered at the early stages of the design process.

6.29

Parking standards for other forms of development will be considered on a case-by-case basis, based on the anticipated trip generation of the proposal and will take account of local circumstances including the layout of the development, the mix of uses, the character of the local area and the proximity of public transport. Such schemes may need to be supported by a travel plan.

6.30

The development of transport hubs in which enable “last mile” delivery by sustainable transport will be supported where the location is suitable in all other respects.



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DEVELOPMENT MANAGEMENT POLICIES

PARKING STANDARDS FOR NEW DEVELOPMENTS

What are we aiming to achieve



We want to ensure that applicants consider a new travel hierarchy which puts all forms of sustainable transport modes of travel at the heart of design process to ensure that there is a step change away from site layouts which are designed around the needs of the private motor car.

Active, sustainable development and mobility travel needs must be planned at the initial site design stage.

This parking policy will form part of the move away from private car dependence by making car parking lower down the travel hierarchy than active travel and access to public transport.

Built in flexibility will allow each development to be considered on its own merits with less parking required in more sustainable locations.



Policy T2

Parking for New Developments

New development will only be permitted where;

- i. The applicant can demonstrate in the Design and Access Statement and the Travel Plan, how the needs of sustainable transport modes of transport have been prioritised in the design process and provide justification for the level of car parking provided on the site;
- ii. The parking provision on residential development including for visitors shall take account of local circumstances including the layout of the development, the mix of dwellings, the character of the local area and the proximity of public transport, and,
- iii. Residential development proposed with no parking provision will be supported where it is located in
 - easy walking distance of a range of services and facilities, or there is suitable access to non-car based modes of transport, and it is demonstrated that the lack of provision will not be to the detriment of the surrounding area or the need of those with limited mobility;
- iv. Secure parking for cycles, e-mobility, mobility scooters or any other form of non car transport must be provided in a safe and convenient location and should be undercover, with charging points and provided according to the relevant standard or locally specific demand; and
- v. Parking for commercial uses will be considered on a case by case basis.

POLICY



Policy

T2

DEVELOPMENT MANAGEMENT POLICIES

DESIGN AND LAYOUT OF PARKING FOR NEW DEVELOPMENTS

6.31

Planning applications will be required to demonstrate through the design process how sustainable transport modes of travel, mobility parking, access to public transport has been prioritised over private car parking and access. The design and layout should be safe, attractive and functional. It should avoid potential conflicts between the various users and make car travel the lowest priority and be designed in a way that connects together the new development to the Public Rights Way network and the nearest public transport facility.

6.32

Car parking areas in particular should include a detailed landscaping and maintenance scheme which will show how the areas will be managed in the longer term.

6.33

Applications will also need to be supported with a lighting and signage statement and plan if they are proposed.

What are we aiming to achieve



To ensure that car parking in particular is provided to a high standard of design and layout including landscaping to achieve a high quality, safe and accessible environment for all users.

To ensure that parking areas do not detract from the overall quality of the environment.

Policy T3

Promoting sustainable travel modes of transport and the design and layout of parking for new developments

New development will only be permitted where;

- i. Provides priority parking for active and e-mobility travel and car clubs;
- ii. Has facilities for charging of plug in and other ultra-low emission vehicles in safe, accessible and convenient locations in accordance with the Building Regulations;
- iii. Incorporates parking provision, including drop off spaces and vehicular access. Consideration should be given to opportunities for shared spaces where appropriate;
- iv. As part of the overall design of the scheme takes account of the character of the surrounding area in accordance with High Quality Places SPD;
- v. Provides attractive, landscaped and safe parking areas which are overlooked by dwellings or other areas of active public use providing surveillance and accompanied with associated long term maintenance plans;
- vi. signage and lighting where it is both necessary must be of a high quality design appropriate to the location;
- vii. Includes permeable parking surfaces unless there are overriding evidenced reasons that prevents their use; and
- viii. Any surfaces used should be appropriate to the site context and expected level of use.

POLICY



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ACCESS FOR NEW DEVELOPMENTS

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To achieve the aim of carbon reduction through prioritising active and sustainable modes of transport over travel by private car it is fundamental that the needs of active and sustainable travel are prioritised at the earliest stages of site design. It is important to ensure that the needs of all users are considered but that the needs of private car users does not dominate the layout.

6.35

It is important in giving the private car least priority that the needs of those with disabilities or reduced mobility are not overlooked. Private car parking for such users will be supported.

6.36

Any access and internal arrangements must be safe for all users including those off site at new junctions. The needs of emergency service and other service providers such as bin lorries should be incorporated into the layout in a design led manner.

6.37

Any new or amended site access must in accordance with any highway requirements on the grounds of safety, including the provision of gateways, visibility splays, access to adopted highways and accompanying signage that may be required. This is essential for the safety of all users.

What are we aiming to achieve



This policy is needed to ensure that developments requiring new or altered accesses are provided in a safe and effective manner and take into account all the necessary highways safety requirements.

New or amended accesses also need to provide for a range of users and with the exception of the strategic road network, they need to be designed to prioritise the needs of pedestrians, cyclists and other non-car users.

Policy T4**Access for New Developments**

New development will be permitted where it accords with the development plan and where it: ;

- i. Prioritises the needs of pedestrians, cyclists, people with reduced mobility, including safe and attractive routes to, from and within the site which connect to existing Public Rights of Way network outside the site boundary and the nearest public transport stop, minimising the scope for conflicts between all users;
- ii. Addresses the needs of people with disabilities and reduced mobility in relation to all modes of transport;

- iii. Allows for access to, and movement within, the site in a safe and effective manner, having regard to the amenities of occupiers of the site and adjacent land and to the requirements of the emergency services and service providers, including turning facilities as appropriate; and
- iv. Makes provision for access to the site in accordance with any highway requirements on the grounds of safety, including the provision of gateways, visibility splays, access to adopted highways and accompanying signage that may be required.

POLICY

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