

SUSTAINABLE TRANSPORT AND ACTIVE TRAVEL



BACKGROUND

6.1

Mitigating and adapting to climate change and reducing the carbon footprint of the district is an important part of the 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. These include 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 the Local Highway Authority for the road network in Winchester with the exception of the Strategic Road Network (M3 and A34) which is managed by National Highways.

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 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.

6.5

The 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.

Development proposals in the district will need to be:

- consistent with and contribute towards the objectives and delivery of the Local Transport Plan 4 (LTP4) or its successors and supporting any adopted transport strategies such as the Winchester Movement Strategy;
- consistent with and contribute towards the objectives and implementation of the Transport for South East (TfSE) Strategy and associated delivery plans;
- designed and delivered in accordance with the Hampshire County Council Highway and Traffic Technical Guidance documents and policies, unless otherwise agreed with the County Council at the time.

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.



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

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The City of Winchester Local Cycling and Walking Infrastructure Plan (LCWIP) is one of 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. It 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's Gear Change – a bold vision for cycling and walking.

6.10

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 promote the concept of the 15 minute cities. Given that there is a climate emergency, it is considered appropriate to embed the concept of 20 minute neighbourhoods into the Local Plan (rather than 15 minute cities) and apply these principles in the parts of the district where this is achievable whilst recognising that the concept of 20 minute neighbourhoods does not work for all of the district.



THE ROLE OF THE LOCAL PLAN

6.11

The Local Plan has a key role to play in promoting sustainable transport modes of travel and how the plan can be used to promote the concept/principles of 20 minute neighbourhoods. It can 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 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.

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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 well-being. 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 NPPF makes it clear that transport issues should be considered from the earliest stages of plan making. This allows impacts of development on the transport networks to be addressed, opportunities to promote walking, cycling and public transport to be identified and pursued, environmental impacts of traffic to be 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.
- Car parking provision can be reduced in areas where other more sustainable modes of transport.
- 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 district by 2030.
- ii. As a 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. It can ensure 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 20 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.





SOURCE: The 20-Minute Neighbourhood Guide - Town and Country Planning Association (tcpa.org.uk)



Key Issues

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 NPPF and the associated Planning Policy Guidance makes it clear that transport issues should be:

- Considered from the earliest stages of plan making and the design process to allow impacts of development on the transport networks to be addressed;
- Opportunities should be fully explored to promote walking, cycling and public transport as part of the design process;
- Environmental impacts of traffic are fully 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, Policy T1 is an overarching strategic transport / travel policy. The policy sets out the council's aspirations in respect of promoting sustainable and active travel above the use of the private car.

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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 cycle and walking infrastructure (cycle lanes, cycle networks, junctions) is provided as part of the development this should follow the guidance set out by The Department for Transport's in LTN 1/20, BREEAM Standards or superseding design guidance/standards. [Cycle infrastructure design \(LTN 1/20\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/guidance/cycle-infrastructure-design-ltn-1-20)

6.20

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 agreements 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.

6.21

Active travel and sustainable transport are an essential component when developing a site and determine how the site will function in terms of travel patterns. To reflect the road user utility framework (as set out in LTP4), development must enable greater 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 those walking, wheeling and cycling, using public transport services such as local buses or other public transport networks. Active travel can be enabled by providing appropriate facilities which make it easier for people to wash, change and store their equipment easily. Showers, changing areas, lockers/storage and drying facilities should be designed to a high standard and include facilities for people with disabilities. For further advice on this issue can be found on the Sport England website on the [active design](#) section.

6.22

Mobility Hubs

A mobility hub is a place that brings together a range of sustainable transport options and can be tailored in terms of scale and type to suit any setting, from city centres or new housing developments to existing market towns or villages. It allows for different transport options so people can switch transport modes between journeys making their journey easier and more accessible. They will also help to reduce the number and the length of journeys made by private vehicles. Mobility hubs can also be a place to provide communities with useful facilities and act as information points. Mobility hubs are supported by Hampshire's LTP4 as they act as a focal point for public and shared transport'.

Mobility Hubs can include, electric charging facilities, car club parking bays, delivery lockers, cycle parking, information totems and bus stops. More Guidance on mobility hubs can be found on the CoMoUK [website](#)

6.23

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.

6.24

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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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 development that would increase travel must be supported by a transport assessment to quantify the amount and type of travel and should prioritise:

- i. A genuine choice of sustainable and active transport modes of travel; prioritising walking, wheeling, cycling and public transport, followed by car clubs, electric/hydrogen vehicles and lastly private fossil-fuelled vehicles;
- ii. Development so that it reduces the number of trips made by private motor vehicle as well as maximising opportunities to walk and cycle in compliance with the Hampshire Movement and Place Framework and Healthy Streets approach as set out in the adopted LTP4;
- iii. The concept of 20 minute neighbourhoods;
- iv. Integrating sustainable and active travel routes into the layout with connections to the wider network and where appropriate integrated with the green / blue infrastructure networks, which must be made available and usable at all stages of development particularly on large or phased sites;
- v. Safe, attractive, secure and convenient ways that encourage all users, including those with disabilities and reduced mobility, to use more sustainable forms of transport such as walking, wheeling, cycling or buses, at every stage of the development;
- vi. The continued safe and efficient operation of the strategic and local road networks;
- vii. New accesses and intensified use of existing accesses onto the road network that can demonstrate that they will not result in reduced highway safety or significant congestion/delays; and
- viii. Proposals which include new or refurbished employment development will need to provide where appropriate measures such as showers, changing areas and lockers/storage to cater for employees wishing to engage in active travel.



Policy
T1

20 MINUTE

NEIGHBOURHOODS



PARKING FOR NEW DEVELOPMENTS

6.26

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.

6.27

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.

6.28

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. The criteria for how the scheme is assessed will need to consider the following criteria:

- Where is the development located;
- Proximity of the site to public transport, services and facilities and whether they are within walking/cycling distance;
- Type of dwelling; and
- Any other factors such as the nature of provision, occupier and the needs of those with disabilities and reduced mobility.

6.29

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).

6.30

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.

6.31

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.

6.32

Parking standards for other forms of development will be considered on a case-by-case basis. This will be 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.



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PARKING FOR NEW DEVELOPMENTS

Policy T2

Parking for New Developments

New development, excluding householder development, will only be permitted where:

- i. The applicant can demonstrate in the Design and Access Statement, Transport Assessment and the Travel Plan, how the needs of sustainable transport modes 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;
- iii. Residential development proposed with no car parking provision will be supported where it is located in walking distance of a range of services and facilities, or there is appropriate 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 integral to the building where possible, and if this is not possible should be undercover, with charging points designed according to the relevant standard or locally specific demand and any health and safety requirements; and
- v. Parking for commercial uses will be considered on a case by case basis.

DESIGN AND LAYOUT OF PARKING FOR NEW DEVELOPMENTS

6.33

Planning applications will be required to demonstrate through the design process how sustainable transport modes of travel, mobility parking and 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. It should be designed in a way that connects together the new development to the Public Rights of Way network and the nearest public transport facility.

6.34

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.

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

Policy T3

Enabling Sustainable Travel Modes of Transport and the Design and Layout of Parking for New Developments

In order to prioritise sustainable and active modes of travel planning applications (excluding householder applications) will be required to demonstrate through the design process the need for parking provision. New development, will only be permitted where:

- i. Priority is given for active and e-mobility travel and car clubs;
- ii. Parking is provided on site, it will have 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. The design incorporates parking provision, which has drop off spaces, vehicular access and kerbside space for servicing and loading where appropriate;
- iv. Opportunities have been explored through the design process to incorporate, where appropriate shared spaces;

- v. As part of the overall design the scheme takes account of the character of the surrounding area in accordance with High Quality Places SPD or its successor;
- vi. The design provides attractive, landscaped and safe parking areas which are overlooked by dwellings or other areas of active public use providing surveillance and are accompanied with associated long term maintenance plans;
- vii. Signage and lighting is provided in places where it is necessary which are of a high quality design appropriate to the location;
- viii. Includes permeable parking surfaces unless there are overriding evidenced reasons that prevents their use; and
- ix. Any surfaces used should be appropriate to the site context and expected level of use.



POLICY

Policy T2

6.33 - 6.35

Policy T3

ACCESS FOR NEW DEVELOPMENTS

6.36

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.

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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.

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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.

6.39

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

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Hampshire County Council have produced technical guidance notes and a Manual for Streets Hampshire. They can be accessed here: [Technical guidance notes | Hampshire County Council \(hants.gov.uk\)](https://www.hants.gov.uk/technical-guidance-notes) These detail what the adoptable standards are within Hampshire. These documents form part of the framework of the material use policy and commuted sum policy. This aims to ensure appropriate use of materials and minimising long term maintenance costs. The guidance informs developers of what Hampshire County Council will accept on the highway network early in the design proposal stage.

Policy T4

Access for New Developments

New development, excluding householder applications, will be permitted where it accords with the development plan and where it:

- i. Prioritises the needs of walking, wheeling and cycling (as set out in LTN 1/20) 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, children and those with reduced mobility in relation to all modes of transport; including the provision of appropriate crossings at appropriate locations;
- iii. Allows for access to, and movement within, the site in a safe, low speed 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 and manoeuvrability for emergency vehicles as appropriate in accordance with the most current guidance; 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.
- v. Any sites that are likely to generate large numbers of HGV movements need to be in reasonable proximity and accessible to Major Road Network or the Strategic Road Network.



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