

## POLICY LINKAGES

The matrix below cross-refers Transport Policies to other Structure Plan policies which are, or may be, of particular relevance. The Plan however should be read as a whole.

Structure Plan Policy	Links to other policies
T.1 Location of Development	SD.4, SD.6
T.2 Resources	T.16, IMP.1
T.3 Managing Car Use	T.4, T.5, T.7, T.10, T.14, T.16
T.4 Car Parking	T.3
T.5 Bus Facilities	T.3
T.6 Rail Facilities	T.7, T.9, T.17
T.7 Interchange Facilities	T.3, T.6, T.8
T.8 Interchange Facilities in the Green Belt	D.39, T.7
T.9 Rural Transport	T.6, T.7
T.10 Cycling and Walking	T.3, T.16
T.11 Assessment of New Roads	T.12
T.12 Road Schemes	T.11
T.13 Motorway Service Areas	SD.1, SD.2, CTC.1
T.14 Road Hierarchy	T.3
T.15 Freight/Goods Transfer	D.24, T.17, T.18, WD.3
T.16 Accident Reduction	T.2, T.3, T.10
T.17 Retention of Rail Property	T.6, T.15
T.18 River Severn	T.15
T.19 Airfields	SD.1

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## 7. TRANSPORT

### Introduction

**7.1** Transport is central to the daily life of most people. People and goods need to travel from one place to another, and over centuries transport systems have developed increasingly complex ways to achieve this. With the advent of mass car ownership, mobility has grown significantly; the majority of households in Worcestershire own one or more cars. Mobility has come to be equated with car travel, as transport systems have become increasingly dominated by, and cater for, private motorised transport. Consequently the location of homes, jobs, leisure facilities, shops and schools have often been determined with little regard to their accessibility by other modes of transport. As a result people travel further and further distances between their homes and daily/ weekly needs such as shopping, employment and education. However, the relationship between land use and transport has come under increasing scrutiny as traffic congestion and local air pollution worsen beyond what is acceptable. Transport is a major contributor to a range of emissions, including carbon dioxide, some of which it is generally agreed contribute to global warming and all of which can lead to a deterioration of air quality with resulting impacts on the natural environment and human beings. Traffic congestion and increased use of the car has resulted in worsening health and fitness, associated increased cost to businesses and isolation of those without access to a car.

**7.2** Despite these escalating problems, the expectation of being able to travel wherever and whenever by car prevails. Government recognises that building more road capacity for the predicted growth in traffic is unacceptable for economic, social and environmental reasons. Nevertheless the need to maintain the safe and efficient transport of goods and people remains.

**7.3** The **White Paper, 'A New Deal for Transport'**, sets out new policy initiatives which seek to create a better, more integrated transport system which is sustainable in the long term. This is to be achieved through a range of measures which aim to maximise accessibility by alternatives to the car. In terms of improving

the alternatives available, greater emphasis is given to public transport, cyclist and pedestrian accessibility with initiatives such as Safer Routes to School, Green Transport Plans and Quality Partnerships between the local authority and private operators.

**7.4** Local authorities are to be given the power to introduce tolling on roads and levy parking charges on workplace parking. This would permit local authorities new means of tackling traffic congestion and pollution and would provide new sources of funding for local transport schemes. Such measures are dependent upon the necessary legislation being in place, whereupon a number of pilot schemes will be developed with local authorities. Many of these measures are to be implemented locally. **Local Transport Plans (LTP)** with a five-year strategy for the implementation (including funding), of local transport measures. The main aims of the Local Transport Plans are to deliver local transport needs in a co-ordinated way, with the full benefit of wide public consultation. Local Transport Plans are required to be consistent with the Structure Plan, ensuring that consistent transport proposals are co-ordinated to maximise accessibility and the wider move towards achieving sustainable development.

**7.5** In addition, the White Paper introduces a greater emphasis on regional transport strategies as a component of regional planning guidance, to provide a framework for strategies at a more local level. A strategic rail authority will supervise the train operating companies and assist local authorities in promoting schemes which encourage the use of rail. Monitoring of the Government's aims with this policy guidance will be the responsibility of the Commission for Integrated Transport.

**7.6** The **United Kingdom National Air Quality Strategy (March 1997)** makes clear the link between air quality and transport emissions and the contribution that transport needs to make towards achieving the targets and objectives of the Air Quality Strategy. Changes

in transport and planning policies which will reduce the need to travel and reliance on the car are key principles the Government wishes to follow to secure reductions in air pollution. The Structure Plan supports the Air Quality Strategy by the inclusion of policies designed to prevent development that will unduly impact on air quality.

**7.7 National Policy Guidance** is set out in PPG13 (Transport) and has the objectives of integrating planning and transport at the national, regional, strategic and local level to: promote more sustainable transport choices for both people and for moving freight; promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling and; reduce the need to travel, especially by car.

**7.8** PPG13 acknowledges that development plans and policies play an important role in contributing to the reduction of travel by car as they represent the opportunity to promote accessible patterns of new development, and to plan for transport needs in an integrated way. A key element of the guidance is that land use policies should promote development within urban areas at locations highly accessible by means other than the private car.

**7.9 Regional Planning Guidance RPG11** commends the **transport corridor** approach to the location of development as discussed in Chapter Four. It states the particular need for development plans to take account of the interaction between transport and land use, and to provide a framework for development that will help reduce the numbers and length of journeys made by car. RPG11 recognises the need for development to offer the potential for alternative modes of travel for journeys that will continue to take place. It states that development plans should seek to locate new development near public transport centres or at selected locations along corridors well-served by public transport and should incorporate three key factors in developing this locational framework: maximising the use of existing urban areas; minimising the development of greenfield sites, and maximising

the use of existing infrastructure. The guidance seeks both the assessment of the scope for development in all transport corridors as part of the preparation of Structure Plans and an assessment of the scope for modal change (e.g. car to rail) to serve existing development and any opportunities for the improvement of public transport. The results of the Transport Corridors Study provided an input into the transport policies in the Plan.

**7.10** At the regional level, the Integrated Transport Action Plan for the West Midlands Region seeks to create a network of integrated transport facilities and services, serving the accessibility and mobility needs of the Region in a framework of sustainable development. The Plan's main objectives are to enhance urban and rural regeneration, maintain and develop strategic transport links, co-ordinate travel awareness activities, and reduce traffic pollution and car travel. Sub-regional policy for towns and rural areas within the Central Crescent is to reduce the need to travel, particularly by car, by providing better public transport services, traffic management, restraining car parking provision and in rural areas, a range of community transport schemes.

**7.11** The former Hereford and Worcester County Council also published a transport policy statement in 1995 entitled, "**Moving Towards a Sustainable Transport Policy**". The document was produced in consultation with District Councils, transport operators and providers, and a number of voluntary and user groups with a transport interest. Fifteen policies are underpinned by strategic environmental objectives similar to the objectives of the Plan, relating to raising awareness, minimising the need to travel, encouraging and providing for the use of other transport modes, and making the most efficient use of existing transport infrastructure without causing adverse effects on the environment. A balance is sought between the social, economic and environmental considerations of transport. This work has been taken into account in formulating the transport policies of this Plan.

## Transport Strategy

**7.12** Accessibility in its broadest sense underpins the vision for Worcestershire: accessibility to employment and education, shelter, food, recreation and energy at a fair cost irrespective of wealth, mobility or disability.

**7.13** A key aim of the Plan is to co-ordinate the planning of development and transport in a comprehensive way so as to achieve less travel whilst maintaining accessibility without undermining quality of life, or causing harm to the environment. A further aim is to contribute towards the achievement of national air quality objectives. The key objectives of the transport strategy reflect the objectives of the Plan as a whole and aim to maximise accessibility, to seek to ensure equality of access, and promote choice for transport users, whilst ensuring the effective use of resources within a context of sustainability.

**7.14** The transport strategy in the Plan is based upon:

- the integration of transport facilities and land uses;
- minimising the need to travel and the distances that people travel;
- minimising the proportion of journeys made by car;
- maximising the choice of transport available; and
- facilitating the effective movement of people and goods.

**7.15** The strategy seeks to secure accessibility by the means of transport most suitable for the journey and to achieve more sustainable development and transport patterns based upon concentrating new development in or adjacent to the urban areas of the County.

**7.16** In rural areas of the County the challenge of achieving accessibility is greater because practical alternatives to the car are less readily available due to the scattered pattern of

small-scale settlements. The strategy for rural Worcestershire reflects these characteristics and is complemented by other policies in the Plan which aim to influence the locations of new development taking into account accessibility to local employment opportunities, education, retail and leisure facilities.

**7.17** The transport systems should provide a choice of transport for people of all ages and mobility, in both urban and rural areas, and enable alternatives to the private car to be convenient and safe.

**7.18** New development will be located and designed to enable people to walk, cycle, or use public transport as easily, if not more easily than private motor vehicles. Development will be guided to locations that most suit its accessibility needs, maximising transport choice and making the most appropriate use of the road hierarchy.

**7.19** The balance of priority in the planning and management of road space and capacity should move towards less environmentally damaging forms of transport (walking, cycling and public transport) in a safe and convenient manner. Road capacity and travel demand should be managed more effectively and in ways that discourage the unnecessary use of the car. Equality of access for each mode should be sought when planning for new, and maintaining existing infrastructure.

**7.20** The strategy seeks high levels of safety in the provision of all modes of transport. Where no alternative solution is found, selective road improvements which improve safety and the quality of life of communities will be considered.

## Policies

### Location of Development

#### Policy T.1

**The majority of new development will be located within or adjacent to urban areas in accordance with Policy SD.6 at locations which minimise the need for**

**travel and provide for access by different modes. In this respect development should generally be located at nodes on public transport corridors in accordance with Policy SD.4.**

**Development proposals should include transport assessments and should be designed to maximise access by pedestrians, cyclists and public transport providers.**

**Any additional traffic generated by the proposals will need to be shown to be capable of accommodation safely on the road system without undue environmental consequences.**

**In considering development proposals, Local Planning Authorities will have regard to the appropriate mobility profile of the development and accessibility profile of the proposed location.**

### **Explanatory Memorandum**

**7.21** In the past much development has resulted in housing and employment uses in locations which are often at considerable distances from each other. Many settlements have grown considerably as a result of residential development, but this has not been matched by a comparable growth in local employment opportunities, or facilities providing for the daily needs of the community. Together with the lack of infrastructure to make other transport modes more convenient and attractive to use, this imbalance in the location of housing and employment has fuelled car-based commuting between homes, services and jobs.

**7.22** By planning for new dwellings to be more closely located to existing and new employment opportunities, and in proportions that provide a choice of local work, distances are reduced and the choice of travel by bicycle or foot may be more realistic. A similar logic is applicable to the provision of other daily needs, especially education.

**7.23** In locating new development regard should be had to the type of development in terms of movement associated with it (people

and goods) and the accessibility of the location proposed. Matching the development (in terms of movement) to the right location (in terms of accessibility) can be an effective traffic management tool and make the best use of the existing transport network.

**7.24** This approach is similar to the Dutch ABC approach. Development locations are given an A, B, or C accessibility profile depending on their relationship to the public transport network. Uses are categorised as having an A, B or C mobility profile based on the activities undertaken. Therefore people intensive developments such as offices should be directed to locations with high public transport accessibility in a bid to reduce commuting by car. Capital intensive developments such as heavy industry and distribution facilities are guided to major highway and motorway junctions to remove heavy goods vehicles from settlement centres and making the most efficient use of the Strategic Highway Network.

**7.25** Some modern residential developments are designed in such a way that bus accessibility is poor. Distances from homes to the bus stops may be lengthy or circuitous routing may be necessary. This can be a major discouragement to the use and provision of public transport in modern developments. Development should therefore be designed in order to maximise accessibility by buses and provide residents with services that are easy and more convenient to use. Coupled with more and convenient pedestrian and cycling routes permeating new developments, this will encourage the use of alternative modes of transport to the car.

**7.26** Where developments will have significant transport implications, transport assessments should be prepared and submitted alongside the planning application. Reference should be made to PPG13 (Transport) for further advice on transport assessments.

**7.27** Reference should be made to Government guidance in Design Bulletin 32 – Residential Roads and Footpaths and to Places, Streets and Movement – A companion guide to Design Bulletin 32 (DETR 1998) for advice on the main considerations that should be taken

into account in the design of residential road and footpath layouts. The County Council are currently reviewing County Design Guidance to reflect the above and revised PPG13.

**7.28** The West Midlands Multi-Modal Study outline recommendations (July 2001) have significant implications on the County. These, and the Regional Transport Study (due for publication Autumn 2001) must be taken into consideration when undertaking transport assessments. Additionally developers must liaise with the County Council as Highway Authority in ensuring Transport Assessments integrate with studies undertaken through the Local Transport Plan period. Examples of these include the Stourport Transport Study, the Bromsgrove Phase II Study and the Vale of Evesham Study.

**7.29** Employers' Travel Plans have a part to play in reducing car use by promoting the use of alternative modes of travel for regular trips to work and education centres. Reference should be made to the Local Transport Plan for details on such plans.

## Resources

### Policy T.2

**In accordance with Policy IMP.1, developer contributions to help fund integrated transport facilities and/or to secure public transport improvement and infrastructure, will be required where appropriate in new development proposals, with the aim of maximising access within and to these developments by foot, cycle and public transport.**

### Explanatory Memorandum

**7.30** In many developments little attention has been given to how people could gain access other than by car. The provision of public transport services and access for cyclists and pedestrians has often been neglected because of limited local authority resources. Even where such facilities are provided they may lag behind the completion of the development and after travel patterns by car to the new development have become well established and difficult to

alter. Appropriate contributions from developers for access to new developments by road may also be required.

**7.31** Government policy allows local authorities to enter into planning obligations with developers, including those concerned with transport-related matters, to enable proposals to proceed. In doing so, local planning authorities should have regard to the provisions of Circular 1/97. Public transport improvements and infrastructure may be secured, where appropriate, by means of developer contributions through Section 106 of the Town and Country Planning Act 1990 (as amended). It will be important that local planning authorities ensure that facilities, for example cycleways and bus services, are provided at an early stage of the development so that travel patterns and alternative modes of transport to the car are encouraged from the outset of the development. In considering developer contributions regard should be had to the incremental demands of phased development upon the transport system and other related infrastructure.

**7.32** Reference should also be made to Policy IMP.1. With respect to development affecting a trunk road, the Highways Agency should be consulted. Where Highways Agency funding is not available, the full funding of schemes will be required in accordance with Policy IMP1.

## Managing Car Use

### Policy T.3

**Demand management measures will be implemented in order to limit the use of cars and to encourage an overall shift to the use of public transport, walking and cycling in accordance with the roads hierarchy. These measures will be concentrated in the urban areas and will include bus lanes, park and ride (in accordance with Policy T.7) and reductions in non-residential off-street parking, together with greater priority for walking and cycling. They may include the pricing of road use and parking charges.**

## Explanatory Memorandum

**7.33** The concept of demand management of traffic stems from the need to use existing transport infrastructure more effectively and as a tool to establish clear priorities for access by different means of transport to the car, for example by allocating more road space to buses, cycles and pedestrians. Re-allocating space for cycling and walking also contributes towards making them safer and more convenient options and is in accordance with Policy T.10. Coupled with other safety and promotional measures, they provide the “carrot” measures to encourage people away from their cars.

**7.34** Reducing road space alone will not necessarily result in a significant reduction in demand for car use or discourage motorists. Other demand management tools to discourage car use are now being explored nationally. For example, pricing mechanisms are currently being piloted across the country, concentrating on road pricing and raising parking charges for private non-residential purposes as a way of redressing the balance of advantage in the perceived cost of motoring as against public transport use.

### Car Parking

#### Policy T.4

**Demand management measures to discourage travel by car will include the introduction of appropriate car parking policies. These will be broadly based upon:**

- (i) limiting long stay car parking in favour of short stay facilities;**
- (ii) maintaining accessibility by car for the mobility impaired and delivery vehicles;**
- (iii) car parking standards for new development which vary to reflect use, location (in particular**

**proximity to public transport nodes) and accessibility by non-car modes; and**

- (iv) car parking standards which are expressed in terms of maximum provision.**

## Explanatory Memorandum

**7.35** Regional Planning Guidance for the West Midlands refers to the importance of parking policy within the effective traffic management of urban centres. As the availability, location and cost of parking have a major influence on how individuals decide to travel into town centres, there is a need for policies to take account of the following factors:

- Consistency of policies between neighbouring centres to avoid parking being a major factor in competition between centres;
- Using parking charges and restrictions in direct relation to the level of accessibility of a development/urban area by other modes of transport; and
- The parking needs of different users, e.g. long and short stay visitors.

**7.36** Reducing the availability and length of stay of car parking in town and city centres where alternative modes of transport are available, notably at public transport nodes, is known to discourage the use of the car for commuting to work, (when that car is not required during the day for work purposes). However, any parking strategy needs to take account of other parking needs, such as those of disabled people, delivery vehicles and possibly short term parking for activities such as shopping.

**7.37** Any conflict between the parking needs of residents and commuters seeking free on-road parking should also be addressed at the local level. A more detailed strategy will be contained in the Local Transport Plan and will be translated further through the District Local Plan.

**7.38** A particular concern in the County is the effect of any reduction in the level of car parking on the relative attractiveness of an urban centre to shoppers. A consistent approach to parking between neighbouring authorities in the region and with the South West Region is necessary if parking as a major factor in competition between centres is to be avoided. In respect of the West Midlands this will be best achieved by the consideration and pursuance of policies and standards in line with the Regional Parking Strategy. The implementation of other measures to enhance access to town centres by other modes will complement such policies.

**7.39** It will also be important to review parking standards in light of the need to reduce the availability of parking. One view is that development proposed for central urban locations with good public transport access can operate successfully with fewer parking spaces due to higher accessibility by other modes of transport. This will clearly need to influence the amount of private residential and non-residential off-street parking available in urban centres in the longer term.

**7.40** The development strategy of the Structure Plan underpins the preparation of the Local Transport Plan for Worcestershire. It includes strategic policies which enable the implementation of those policies and proposals in the LTP which involve the use of land. In turn the LTP complements the land use strategy in the Structure Plan by defining a five year transport strategy for transport provision in the County.

**7.41** The County Council's Design Guidance is being reviewed and will address car parking standards.

## Bus Facilities

### Policy T.5

**Measures on main corridors in urban areas to allow bus priority over the private car, including the reallocation of capacity, will be undertaken where appropriate, in order to encourage increased bus use and**

**a transfer from car use. Bus operators will be encouraged to provide high quality bus infrastructure, including waiting and interchange facilities and bus information systems to improve services available to the public.**

### Explanatory Memorandum

**7.42** Bus priority measures on main corridors (the Strategic Highway Network, SHN), such as bus lanes and signal transponders, assist buses in avoiding the congestion caused by cars and in some cases improve access to the services, thus making bus usage more attractive to the public. Additional high quality infrastructure, such as shelters and timetable information, also assists with passenger perception of the service. In addition to the priority measures outlined quality bus partnerships will be sought with operators (as identified in the Local Transport Plan) to encourage the provision of quality vehicles and services on main corridors. The overall aim is to make the bus service an attractive alternative to the private car, thus encouraging car users to change mode as a matter of choice.

## Rail Facilities

### Policy T.6

**Measures to improve the attractiveness of rail transport will be undertaken. Rail operators are to be encouraged to provide improved rail station facilities, including access for pedestrians, cyclists, people with mobility difficulties, public transport and, where appropriate, improved arrangements for car parking.**

### Explanatory Memorandum

**7.43** As well as increasing the choice of transport mode for medium and long distance journeys, rail transport also offers benefits to the environment over the private car, primarily causing less pollution. Whilst access onto the rail network is the most important factor in realising the potential of rail, facilities provided at rail stations play an important part in establishing the passenger's perception of the

service provided and rail operators are to be encouraged to improve their image and facilities. Waiting, information and booking facilities should be of the highest quality. Access by pedestrians, cyclists and the mobility impaired should be given priority over access by private car, whilst the ability to access railway stations by public transport is also important in promoting the use of rail transport as an integrated system. The provision of good parking facilities at selected stations can encourage rail park and ride and will be undertaken through the Local Transport Plan and in partnership with rail operators and Railtrack.

### Interchange Facilities

#### Policy T.7

**The provision of quality interchange facilities, including Bus and Rail Park and Ride services, will be undertaken in order to help develop an integrated public transport system and secure increased use of public transport facilities. Proposals should have regard to the impact on:**

- (i) the environment;
- (ii) safety;
- (iii) the economy;
- (iv) accessibility; and
- (v) integration.

#### Explanatory Memorandum

**7.44** Providing quality interchange facilities between different modes of transport is recognised in the White Paper as being essential in encouraging the use of alternative modes to the car for all or part of the journey. Such facilities are beneficial for both local and longer-distance commuting and may include easily understood timetable information, the provision of waiting facilities and, where possible, the ability to directly change between different modes of transport, such as bus and rail, in conjunction with through ticketing and the co-ordination of services. Park and Ride facilities and services, both bus and rail, form an essential part of this and will be provided as detailed in the Integrated Transport Strategy set

out in the Local Transport Plan. Other complementary facilities such as the co-ordination of services, through ticketing and those set out in Policies T.5 and T.6 will be necessary to ensure the success of park and ride facilities. The Government's White Paper "A New Deal for Transport" (July 1998) has led to the publication of various "daughter" documents. These have further led to publication of good practice guides. The developer must take account of the appropriate Government guidance in relation to the proposal. For instance a new development, for example for housing, that might otherwise generate car journeys should be so laid out as to facilitate and encourage trips to be made by public transport, walking or cycling. For example trips from home by walking or cycling to bus stops or rail station and onward trips by walking or cycling to the destination.

### Interchange Facilities in the Green Belt

#### Policy T.8

**Proposals for interchange facilities such as Park and Ride (Bus and Rail) in the Green Belt will be subject to Policy D.39, and will only be allowed where they can demonstrate that there is a need for the proposal and that there are no suitable alternative sites outside of the Green Belt.**

#### Explanatory Memorandum

**7.45** Annex E to PPG13 (Transport) amends PPG2 (Green Belts) in respect of park and ride sites. It indicates that park and ride development is not inappropriate development in the Green Belt provided that criteria for assessing the suitability of the site are met, including establishing that the proposed Green Belt site is the most sustainable option taking account of all relevant factors including travel impacts and the scheme will not seriously compromise the purposes of including land in Green Belts. Policy T.8 reflects this guidance. Any proposals should be included in the Local Transport Plan and based on a thorough assessment of travel impacts.

## Rural Transport

### Policy T.9

Support will be given to measures to encourage the use of alternatives to private transport in rural areas, to increase the mobility of those without access to suitable transport in all areas and to assist in reducing congestion in towns.

#### Explanatory Memorandum

**7.46** The dispersed population in rural areas make the provision of commercial public transport services extremely difficult. Those in such areas without private transport are, therefore, extremely limited in their accessibility. Local facilities have disappeared in many communities, with the centralisation of employment, shopping, medical and many other services. Although improved cycle and pedestrian infrastructure may assist, the distances are often too great for many to use such modes of transport. Where resources exist, (from the County Council and elsewhere), support will be given to help maintain public transport service levels wherever possible and to encourage innovative transport schemes for journeys not otherwise possible. Community transport schemes and pilots for other innovative schemes already exist and will be supported where possible.

**7.47** Encouraging the use of public transport in such areas can also assist in reducing traffic congestion problems which currently exist in some market towns.

**7.48** There are also a significant number of people with mobility problems for whom walking, cycling and public transport are not possible options. Although the gradual improvement of public transport will assist, there will remain a need for community transport facilities in these areas, which will supported where possible.

## Cycling and Walking

### Policy T.10

Safe and convenient routes for cycling and walking will be required in the design of new development and promoted in and around existing development, to encourage access by other means than the private car. Measures will be implemented on existing and new routes to enable their safe and convenient use by bicycle and on foot.

#### Explanatory Memorandum

**7.49** The declining numbers of journeys made by cycle and foot is attributed in part to the perceived danger posed by the volume and speed of vehicular traffic. In certain areas, this has resulted in communities becoming relatively isolated in terms of accessibility by cycle and foot. Strategies to improve safety for cyclists and pedestrians have relied in the main on personal measures such as cycle helmets, proficiency tests and awareness campaigns. The majority of roads and residential areas have little provision for cyclists or pedestrians in the way of segregated routes, allocated highway capacity or physical measures to prioritise access for cyclists and pedestrians. Policy T.10 seeks to rectify this situation.

**7.50** A County-wide Cycling Strategy has been developed in association with District Councils and other interested parties which considers the implications of the measures that can make cycling a more convenient and safe mode of transport. The Strategy aims to implement viable alternatives to the car over short distances in both urban and rural areas, including measures for maintaining and developing the cycle network, increasing travel awareness and improving the integration between cycling and public transport. Reference should also be made to the review of County Council Design Guidance and Places, Streets and Movement (DETR 1998).

**7.51** The County Council have developed a Walking Strategy to promote walking within the County which will address both urban and

rural pedestrian issues. Priority areas for action will include providing more direct, convenient and safe routes and integration between walking and other transport modes.

**7.52** Both the Cycling and Walking Strategies form part of the Local Transport Plan (LTP). A further initiative which is also included in the LTP to increase the attractiveness of cycling and walking is the Safer Routes to School campaign which seeks to identify routes for children to walk and cycle to/from school with minimal risk from road traffic and other sources.

**7.53** Where such measures can be designed into new and existing developments, more people will be encouraged to travel by foot and cycle for a variety of journeys. Treating different modes of transport equally in planning developments will add considerably to the potential for increasing travel by foot and cycle.

### Assessment of New Roads

#### Policy T.11

**New roads will only be considered where it is the most appropriate solution. Proposals will be assessed against the Government criteria in relation to:**

- (i) the environment;
- (ii) safety;
- (iii) the economy;
- (iv) accessibility; and
- (v) integration.

**Roads will not be provided to increase capacity to satisfy projected demand in private motor vehicle usage.**

#### Explanatory Memorandum

**7.54** Improvements to existing highways and the provision of new roads may be necessary during the plan period. Policy T.11 indicates the circumstances in which they may be justified. It is generally accepted that the provision of increased road capacity encourages additional journeys by car. No road improvements will be allowed where the sole

intention is to increase road capacity to accommodate traffic growth, increase the convenience of the private car users at the expense of the environment, or form part of a long distance high speed route.

**7.55** The recently published Government roads review (A New Deal for Trunk Roads in England July 1998) establishes a new roads appraisal technique which summarises the key consequences of each scheme against the five criteria of the environment, safety, the economy, accessibility and integration.

**7.56** Every reasonable alternative must be considered before a solution based on increased road capacity is pursued except where the increase in capacity is for the sole use of alternative forms of transport to the car. Bus only links may be necessary to assist bus access to developments without circuitous journeys.

### Road Schemes

#### Policy T.12

**The lines of the following new road schemes will be protected:**

**Wyre Piddle and Upper Moor Bypass;**

**Chadbury – Twyford Link;**

**Stourport Relief Road;**

**Bordesley Bypass;**

**Kidderminster-Blakedown-Hagley Bypass;**

**Studley Bypass;**

**Alcester Highway Extension; and**

**Kidderminster Southern Bypass**

**and their provision will be reviewed against the criteria set out in Policy T.11 prior to implementation.**

## Explanatory Memorandum

**7.57** New road infrastructure to relieve communities of heavy traffic has often been controversial, with arguments being made strongly for and against it. Undoubtedly, they do provide significant benefits for people living in bypassed communities, in the form of less through traffic, less noise and air pollution and improved safety for pedestrians and cyclists. However disbenefits include the impact that road infrastructure can have on the wider environment for example through the loss of greenfield land, and ecologically valuable sites, impact on the landscape as well as encouraging car travel, and being costly to construct. Other modes of transport may however provide a better, more cost-effective and less environmentally damaging solution which must always be considered on an equal basis to road infrastructure for private motor vehicles.

**7.58** There is a definite role for some new road infrastructure for private motor vehicles, where it can contribute to the achievement of improvements in the criteria contained in Policy T.11. It is considered that there is justification for the road schemes identified. The Kidderminster-Blakedown-Hagley Bypass and the Kidderminster Southern Bypass are being considered in the West Midlands Area Study which is looking comprehensively at the best transport solution for the West Midlands. The Stourport Relief Road is being considered in a County Council study which is looking at the best transport solution for Stourport-on-Severn. Funding has been awarded through the Local Transport Plan for Wyre Piddle and the Upper Moor Bypass and construction is programmed to be completed by the end of 2002. It is intended to carry out a feasibility study in 2002 to identify route options and scheme costs for potential inclusion of the Chadbury-Twyford Link in the Local Transport Plan. The position of Bordesley Bypass will be reviewed in the context of major development proposals in the Redditch area.

## Motorway Service Areas

### Policy T.13

**Proposals for Motorway Service Area (MSA) facilities will be determined against the following criteria:**

- (i) the need for the facility in the light of existing and proposed facilities;**
- (ii) the impact on the environment including visual intrusion, noise and vehicle emissions;**
- (iii) the impact on the road network; and**
- (iv) appropriate policies in the Structure Plan particularly those relating to sustainable development, conservation and development in open countryside.**

## Explanatory Memorandum

**7.59** The provision of Motorway Service Areas (MSAs) was deregulated in the early nineties, allowing developers and operators some freedom in deciding what services to offer over and above basic standards set out by the then Department of Transport.

**7.60** Policy T.13 sets out the criteria for assessing proposals for MSAs. MSAs will be subject to the same restraint policies in sensitive areas as other major developments. It is acknowledged that MSAs, as a form of transport infrastructure, can induce land use pressures and should not provide such facilities that cause it to become a destination in its own right.

**7.61** On the basis of advice from the Government (MSA Policy Statement 31 July 1998) the minimum gap between any two MSAs should normally be 30 miles and there is, therefore, no current need for any further facilities in the County.

## Road Hierarchy

### Policy T.14

The road hierarchy is to be reviewed in the Local Transport Plan and managed to maximise the safety and efficiency of movement for public transport, cycles and pedestrians. In considering development proposals, Local Planning Authorities should have regard to the revised road hierarchy, and the impact that development would have on it.

#### Explanatory Memorandum

**7.62** The road hierarchy is established to give guidance as to how different roads should be used by traffic and to apply differing safety and maintenance standards. The hierarchy can also be used to establish which routes are the best ones (in safety terms) for pedestrians and cyclists to use. To control the movement of traffic in order to achieve the greatest safety and efficiency in the system, a number of other measures are needed. For example traffic calming and traffic restriction orders on roads can complement the road hierarchy by directing the right traffic to the appropriate roads, and improving safety by restricting speeds along access roads.

**7.63** Recent Government publications, including the White Paper on Integrated Transport and the National Roads Review, propose that selected Trunk Roads are detrunked as it is believed that they would be more appropriately managed by the local highway authority. This will enable decisions concerning these roads to be taken locally and to be integrated with local transport and land-use planning issues. In so doing, it will be possible to give greater consideration to public transport, cyclists and pedestrians.

## Freight/Goods Transfer

### Policy T.15

The transfer of freight, waste, aggregates and minerals from roads to other forms

of transport such as rail, water and pipeline will be promoted. In order to reduce the impact on the highway network and the environment:

- (i) the location of new industrial and warehouse development will be sited such that access to railways and/or waterways and pipe termini is maximised; and
- (ii) where freight is required to be transported by road, it will be concentrated on the Lorry Route Network except where access is required.

#### Explanatory Memorandum

**7.64** Road transport accounts for ten times more freight movement than rail. The environmental impacts associated with freight traffic are not only general, e.g. pollution, noise and safety concerns, but also local, through structural damage caused by vehicles using inappropriate routes. The primary reason for the amount of freight being carried by road transport is the relative expense, time and inflexibility of rail and water transport. This, in part, is due to the heavy investment in roads for economic reasons, and the relative lack of investment in other forms of transport infrastructure. Road transport for freight has therefore become more flexible, quicker and cheaper.

**7.65** However, in more recent years the amount of freight moved by rail has shown a marked increase and has been predicted to increase in the future. The land-use planning system can help create the right conditions for rail and water borne freight through locating new industrial and warehouse development close to existing rail and water facilities. District planning authorities should consider allocating land for employment-generating uses, particularly distribution and warehousing, including rail freight facilities close to railway sidings which have the potential for freight movement.

**7.66** Where it is still necessary to transport freight by road, Policy T.15 requires that use should be made of the Lorry Route

Network as identified on the Key Diagram. By directing heavy goods vehicles to the appropriate roads, some of the problems created by the road freight can be reduced.

**7.67** The Highways Agency should be consulted on any proposals arising from Policy T.15 that may affect the trunk road network.

### Accident Reduction

#### Policy T.16

**Traffic reduction measures, highway improvements and traffic management schemes will be undertaken as appropriate in order to reduce accidents in the County.**

#### Explanatory Memorandum

**7.68** In 2000, the Government set a target to reduce by 40% the numbers of people killed or seriously injured by 2010 compared with the average for 1994-1998.

**7.69** By implementing traffic reduction measures, highway improvements and traffic management measures, it is possible to have beneficial effects in terms of helping to achieve a reduction in the number of accidents. Improving the existing highway at specific locations where a high accident rate has been identified can reduce the level of accidents occurring. Traffic management measures including traffic calming, and traffic reduction measures can have positive impacts through decreasing traffic levels on certain routes, and controlling it through calming measures in other instances. Specific areas requiring attention are identified and addressed in the Road Safety Section in the Local Transport Plan.

### Retention of Rail Property

#### Policy T.17

**District Planning Authorities shall include policies in the review of their Local Plans to secure the retention of rail property for**

**future rail related uses, including potential passenger and freight services and/or improved rail facilities. Where, following discussions with relevant bodies, it is concluded that the land is clearly no longer required for rail purposes, the land may be used for alternative purposes where such use accords with other Structure Plan policies.**

#### Explanatory Memorandum

**7.70** The need to retain rail property such as track bed, sidings and buildings including land owned by Railtrack, British Rail and others has been identified in the White Paper as being very important in view of the potential value to future passenger and freight services. Policy T.17 seeks to protect such land from development in order that, should the opportunity arise, suitable land is available for the expansion of the rail network. In the instance that, following consultation with the Strategic Rail Authority, Railtrack and the relevant train and freight operating companies, it is clear that the land is no longer needed or suitable for operational purposes, the land may be released in the first instance for alternative transport related issues such as cycle tracks.

**7.71** In order to ensure that redundant rail property is put to beneficial use, consideration may also be given to use of land for alternative purposes including commercial and residential use, where the land is not required for rail related uses.

### River Severn

#### Policy T.18

**The improvement of the River Severn up to Worcester for freight transport, where it is environmentally and ecologically acceptable, will be supported.**

#### Explanatory Memorandum

**7.72** The principle of the improvement of the River Severn up to Worcester for freight transport is supported so long as it can be

achieved without unacceptable consequences for the general environment of the river and is environmentally acceptable in terms of transshipment of freight onto the local highway network. Any proposals for improvement must accord with other policies in the Plan and any requirements of the Environment Agency. Proposals for development should also have regard to how they can help in the implementation of Policy T.15.

Local Planning Authorities should consult DTLR's Airports Policy Division on draft development plan policies and proposals relating to airports and airfields.

**7.74** The Highways Agency should be consulted on any proposals arising from Policy T.19 that may affect the trunk road network.

## Airfields

### Policy T.19

**Proposals for the establishment of flying sites for all types of aviation activity, or changes to existing sites, will be assessed against:**

- (i) environmental impacts including the effect of noise and emissions;**
- (ii) the potential economic and employment benefits;**
- (iii) transport and access considerations;**
- (iv) the potential for broadening the range of recreation provision;**
- (v) the potential benefit to the local services including public utilities; and**
- (vi) local demand for the services to be provided.**

### Explanatory Memorandum

**7.73** Whilst it is unlikely that airfield development of a regional scale will be proposed in Worcestershire, small scale aviation proposals may come forward and will be favourably considered, provided the environmental concerns such as noise impact on nearby residential areas have been taken into account and adequately mitigated. In accordance with Annex B of PPG13 Transport,