

## **Chapter 10 – Safe and Strong Communities**

### **1.0 Introduction**

- 1.1 Transport is a key spatial element under this theme of the Sustainable Community Strategy, which is covered under this section of the Core Strategy. Proper consideration of transport issues across the District is key to delivering development which is sustainable, however, transport provision varies considerably across the District with relatively good accessibility in Winchester Town to very poor accessibility in some of the more remote rural areas. The main transport issues relate to road safety, accessibility, congestion and pollution.
- 1.2 The biggest challenges in accommodating new development is to ensure that the new development generates as little new traffic movement as possible and provides the necessary infrastructure and access to services.
- 1.3 It is necessary for the Winchester Core Strategy to follow the approach promoted through the South East Plan and the Hampshire Local Transport Plan, which adopts a ‘reduce – manage – invest’ approach.
- Reduce – journey numbers and length where this will not harm the economy or quality of life;
- Manage – the existing transport networks effectively to make best use of existing capacity;
- Invest – in additional capacity where necessary, with emphasis on public transport networks, especially for shorter journeys.
- 1.4 The bulk of the comments received to this section of the Core Strategy fall within the following categories :-
- Provision of adequate public transport to serve development areas.
  - Infrastructure improvements for all transport modes must be identified as part of the advanced planning/ assessment work and provided as early as practical in the development of sites
  - A co-ordinated approach to transport assessment and delivery of strategic sites and infrastructure in the PUSH area is needed.

- People living in the new development areas may not necessarily work in those areas and hence will still generate travel demand.
- Policies are not strong enough in terms of discouraging private car use and ownership

1.5 The Council has undertaken a number of transport studies to inform Core Strategy preparation to date and further work is underway in relation to the proposed strategic allocations. In addition, 'Transport for South Hampshire' has commissioned a series of studies for the PUSH area to examine the combined impacts of development in the south of the District, the results of these will then be able to inform the detailed package of measures required for the large development sites.

## 2.0 Conclusion and Recommended Approach

2.1 There are a number of issues in relation to transport, many of which lie beyond the scope of the City Council and require partnership working to ensure satisfactory solutions. There is a need to ensure that new development in the District responds to transport demands and mitigation measures are developed that follow the 'reduce – manage – invest' approach. The masterplanning process of the proposed strategic allocations will be critical to the success of this through devising schemes and layouts that promote self containment, as will the findings of the studies in progress. At present draft Policy CP2 lacks clarity and needs to be rewritten to follow the 'what, where, when and how' approach.

### Recommended approach

1. That Policy CP2 is expanded to promote transport self containment in masterplanning new development.
2. The policy is expressed to follow the what, where, when, how approach and includes detail to ensure that it is locally distinct and relevant to the issues facing Winchester District.

<b>Policy CP2 Transport</b>		
<b>Response no./Organisation</b>	<b>Summary of key issues</b>	<b>WCC officer response and Recommended Approach</b>
10440 (Winchester Lib Dem Group)	<u>Comments on para 10.3 – Community Safety</u> <ul style="list-style-type: none"> <li>LDF needs to promote policies against indulgence in alcohol and drug related crime</li> </ul>	The LDF is a spatial document expressing the land use implications of the Sustainable Community Strategy and other policy documents. It is a planning document and can only influence the issues raised by this response through planning processes.
2273; 1996; 2429; 2647; 10439	<u>Comments on para's 10.10 – 10.15</u> <ul style="list-style-type: none"> <li>The Council must adopt more radical solutions to avoid further increases in car traffic – particularly by investing in public transport</li> </ul>	The Council has developed through the Core Strategy a development strategy that directs greater levels of development to places that are more accessible, on the basis that these areas have more non-car transport options to reduce reliance on the private car. However, it must be acknowledged that the Council has limited powers in actually reducing traffic, this needs to be undertaken through partnership with other providers to promote the alternatives that are available, including public transport.

	<ul style="list-style-type: none"> <li>• Is a need to address traffic issues in central Winchester as these will only get worse once the proposed developments are implemented – this could be achieved by removing day-long car parking in the city centre ; build a new commuter station next to the south Winchester park and ride; give preferential treatment to low carbon and small vehicles; restrict deliveries in the city centre to off-peak hours.</li> <li>• Create a cycle lane between Bishops Waltham and Botley to reduce car journeys</li> <li>• Bishops Waltham is within PUSH but not within the Transport for South Hampshire area. It should be included to allow integrated transport plans to be developed to support the housing proposed through Policy MTRA2;</li> <li>• It appears that the rapid bus transport scheme is only likely to serve the North Fareham development.</li> </ul>	<p>The Winchester Access Plan proposes a number of solutions to the matters raised by this comment. Some of the suggestions are outside the control of the Council and would require substantial additional investment. The Stage 2 Transport Assessment examines the impact of the proposed developments and suggests a number of mitigation measures, which will need to be addressed through the detailed proposals for the sites.</p> <p>Comments noted, although the Core Strategy is not a suitable document to promote detailed transport measures or to change the area covered by Transport for South Hampshire. However, the transport studies undertaken to inform the Core Strategy refer to the opportunities in the market towns and villages, including Bishops Waltham, to reduce dependency on car trips. The TFSH and other related studies focus on the major developments planned for the PUSH area rather than non-strategic growth as would be envisaged in the Winchester market towns.</p> <p>Future extensions to the rapid bus transport scheme (e.g. to Whiteley and Hedge End SDA)</p>
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		are currently being considered as part of the Transport for South Hampshire studies.
<b>Sustainability Appraisal/Strategic Environmental Assessment – extract of SA/SEA report on Core Strategy Preferred Option:</b>		
<p>The policy should have long term positive impacts in relation to access to facilities and trying to reduce reliance on the private vehicle. This in turn has positive benefits for the objectives relating to climate change and pollution. Indirect benefits will also accrue for the economy, health and biodiversity. The policy is particularly important and relevant for the Winchester District given that unsustainable transport patterns have been identified as one of the key sustainability challenges during the lifetime of the plan.</p>		
	<b>Support Policy CP2 :-</b>	
89 (Hants CC); 2609; 3136; 3198; 10058; 10269; 10450	Support policy	Support noted and welcomed.
	<b>Object to Policy CP2:-</b>	
10274; 31 (Shedfield PC); 42 (Wickham PC); 10387; 10253; 2421; 3198	<ul style="list-style-type: none"> <li>• Infrastructure including public transport needs to be improved in advance of any development, particularly in villages and smaller towns</li> <li>• Improvement to existing and provision of new public transport should be a priority</li> <li>• The Council needs to require developers to contribute towards public transport</li> </ul>	<p>The design, density, location, proximity to other attractions and layout of new developments, and in particular size of development, will all have impacts on whether passenger transport, particularly new bus services, will be viable. Given the levels of development proposed for the market towns and villages the emphasis will be on retaining existing services. The viability of these will be dependant on usage and public subsidy available.</p>

		<p>New bus services are more likely to be viable if provided from the outset and if they are based on high frequency services which are given priority over private cars. This is easier to achieve on new larger developments where new services can tap into both new and existing customer markets and can be funded in part via developer contributions. The planning of the larger developments is therefore very important and a co-ordinated approach to passenger transport provision particularly in the PUSH area is extremely important.</p>
33 (South Wonston PC); 120;	<ul style="list-style-type: none"> <li>• Need to improve footpath and cycle networks to provide greener options</li> </ul>	Agree – where new developments are proposed opportunities to improve or create footpath/cycle routes both on and off road should be encouraged.
36 (Swanmore PC);	<ul style="list-style-type: none"> <li>• Need to ensure that there is adequate car parking at rail stations to encourage use of rail transport</li> </ul>	Noted, this is a function of train operators and we will work in partnership with them as opportunities/ needs arise to improve such provision. This matter is however too detailed for the Core Strategy to deal with.
36 (Swanmore PC); 2293; 2229; 10231; 10448	<ul style="list-style-type: none"> <li>• Given the levels of development proposed along the M27 corridor it is essential that the Core Strategy addresses the impact of these and specifies how the transport implications will be</li> </ul>	The work undertaken on the Stage 2 Transport Assessment to assess the transport implications and needs for the Winchester District LDF is an important first step. This is

	<p>dealt with;</p> <ul style="list-style-type: none"> <li>• Should include reference to the traffic impact of the Fareham SDA;</li> <li>• Transport impacts of the strategic allocations at Whiteley and Waterlooville have not been adequately considered – alternative sites are available that would not require major improvements.</li> </ul>	<p>now feeding into more strategic studies across the PUSH area and being led by Transport for South Hampshire to identify the cumulative effect and needs of development proposal in the PUSH area. This work includes a strategic study of the impacts of all proposed Strategic and Major Development Areas and parallel studies looking at particular development needs and transport issues. This work will help to inform the Winchester LDF and the master-planning work being undertaken in relation to particular sites.</p> <p>The proposed allocations including their traffic impacts were covered by reports to this Committee on 15<sup>th</sup> December 2009 (CAB1944LDF).</p>
123; 2273; 2515; 10097	<ul style="list-style-type: none"> <li>• Need to be more proactive in discouraging car use;</li> <li>• Policy is not radical enough as it bows to the car lobby;</li> <li>• Policy is weak and should not focus on car based developments;</li> <li>• Unrealistic to expect people to use public transport – more creative solutions are needed;</li> </ul>	<p>There needs to be recognition that for some people and in some areas the car represents the only viable means of travel. This does not reflect an unwillingness to try to change this but is a reflection of reality, now and in the future. New technology, particularly in the field of electrically propelled vehicles, may provide a better solution environmentally but there may still be road safety, intrusion and segregation issues. Making sensible assumptions about transport and traffic impacts and needs is critical to the success of the Winchester LDF and reflecting changing</p>

		technologies and providing for all means of travel needs to be reflected in a range of solutions.
1463	<ul style="list-style-type: none"> <li>• Need to address car use and ensure that new developments have adequate car parking, rather than limiting it with the result of cars being parked everywhere.</li> </ul>	Noted. The Council has recently adopted a Supplementary Planning Document setting out new car parking standards which seek to balance the need to discourage car use whilst making adequate parking provision.
84 (SEERA); 85 (Highways Agency); 87 (GOSE); 3071; 10395; 10253; 3204	<ul style="list-style-type: none"> <li>• Need to set out how the transport policies of the South East Plan will be implemented, CP2 should set out when travel plans are required and approaches to parking (SEERA);</li> <li>• Not clear how the transport strategy is to be achieved – need to indicate what infrastructure is needed to deliver the planned developments (HA);</li> <li>• Unclear how infrastructure as a whole has been considered (GOSE);</li> <li>• Concern that infrastructure improvements will rely purely on developer contributions;</li> <li>• Need a combined policy on infrastructure and transport.</li> </ul>	<p>The Stage 2 Transport Assessment recently completed by MVA Consultancy provides a basis on which to identify the necessary infrastructure for the proposed development areas and for these to link with the transport policies of the South East Plan as necessary.</p> <p>The Transport Assessment focuses on the larger development areas and provides a detailed initial assessment of the transport impacts of each site and suggests a list of infrastructure and mitigation measures which may be needed. These need to be developed further in the Core Strategy infrastructure plan and by the developers of the strategic sites, as a basis for their transport assessments and development packages.</p> <p>For smaller sites infrastructure requirements will</p>



		<p>be identified as part of the detailed transport assessment work undertaken as part of the planning application process. Local consultation and involvement will be an important part of such work and can draw upon the work already undertaken to draw up a list of local transport schemes against which to collect financial contributions from development.</p> <p>With regard to wider infrastructure, responses to Chapters 14 and 16 elsewhere on this agenda covers the matter of the need for an infrastructure and delivery plan to support the Core Strategy. This work is about to commence and will accompany the next version of the Core Strategy.</p>
2106	<ul style="list-style-type: none"> <li>• Core Strategy needs to include details of road schemes that are needed to serve existing settlements and are planned – should include existing committed schemes i.e Botley bypass</li> </ul>	<p>The proposals map that will accompany the Core Strategy will need to include those saved Local Plan policies that remain extant. The Core Strategy only allocates ‘strategic’ scale developments, but its infrastructure and delivery plan will consider transport requirements in more detail.</p>
2429 ; 4 (Bishops Waltham PC);	<ul style="list-style-type: none"> <li>• should be more secure cycle parking provision;;</li> <li>• need to improve cycleways</li> </ul>	<p>This issue on its own is too detailed for the Core Strategy. However, provision of alternative means of travel is being promoted.</p>

<p>10104; 10107; 10109; 10110; 10111; 10301; 10302; 10310; 10313; 10321; 10324; 10070</p>	<ul style="list-style-type: none"> <li>• people living in the new developments will already have employment outside and will generate travel demand</li> </ul>	<p>Assessment of the amount of self containment in terms of travel within development areas will need to be realistic and based on sensible assumptions about people’s travel habits and the likelihood of people shopping, working and accessing leisure activities locally. The design of developments and the provision of services and attractions within them are also important in terms of encouraging people not to travel outside of their local area. Policy CP.2 should be expanded to emphasise self containment in masterplanning for development.</p> <p>Travel Planning will also be an important tool in which to identify means of both persuading and encouraging people to shop, work and play in their local area. The provision of good infrastructure particularly for cyclists, pedestrians and public transport users, both within the development areas themselves and linking to other services and places nearby, is also important in seeking to influence people’s travel behaviour.</p> <p><b><u>Recommended Approach</u></b></p> <ol style="list-style-type: none"> <li>3. That Policy CP2 is expanded to promote transport self containment in masterplanning new development.</li> <li>4. the policy is expressed to follow the</li> </ol>
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		what, where, when, how approach and includes detail to ensure that it is locally distinct and relevant to the issues facing Winchester District.
2128	Policy needs to be realistic and applied within the context of each site.	The proposed allocations including their traffic impacts were covered by reports to this Committee on 15 <sup>th</sup> December 2009 (CAB1944LDF).
10258	Request changes to local transport provision to reflect needs of people with learning disabilities i.e. easy read timetables; accessible buses and trains	This is a very specific issue beyond the scope of the Core Strategy and is an issue that needs to be addressed by the public transport providers.