

## 12. Land Use and Transportation Strategy

### 12.1 Introduction

The principal aim of the County Council's Land Use and Transportation Strategy is to encourage new development in Warwickshire to come forward in an appropriate and sustainable way. New development will therefore be considered within a framework that promotes patterns of development that make better use of land, particularly in the main settlements of the County, and reduces the need to travel through the better integration of land use and transport.

The integration of land use and transport can be achieved through the promotion of sustainable patterns of development which:

- Reduces the need to travel (and thereby helps to improve accessibility levels to key services and employment opportunities);
- Reduces reliance on the car by promoting improvements to public transport, walking and cycling;
- Directs new development into existing settlements and/or transport corridors; and
- Maintains, improves and utilises existing transport links and infrastructure.

The policies contained in the West Midlands Regional Spatial Strategy (RSS) focus development away from the Shire Counties towards the Major Urban Areas (MUAs) of Birmingham and the Black Country, Coventry, Solihull and North Staffordshire. The RSS also identifies Nuneaton/Bedworth, Rugby and Warwick/Leamington Spa as Settlements of Significant Development where major housing and employment growth is to be focussed within Warwickshire.

The pressures that this growth will place on these settlements will need to be carefully managed to ensure that the development that comes forward in due course does not adversely affect the transport network of the County. This Strategy will contribute to addressing those issues.

The remainder of the Strategy sets out:

- The objectives of the Strategy;
- The national, regional and local policy context;
- The Land Use and Transportation Strategy;
- Delivery of the Strategy; and
- The role of partnership working.

The Land Use and Transportation Strategy will contribute to achieving the key objectives in the Local Transport Plan by promoting sustainable development which:

- Offers accessibility, both in terms of physical access to transport and its availability, to the widest cross section of the population; and
- Gives people (including those who do not have access to cars) more travel choices to access work, services and leisure activities.

### 12.2 Policy Overview

#### 12.2.1 National Policy

Sustainable development is the core principle underpinning the planning system, and is embodied within Planning Policy Statement 1 'Delivering Sustainable Development' (PPS1). At the heart of sustainable development is the idea of ensuring a better quality of life for everyone

both now and for future generations. PPS1 states that planning should promote sustainable and inclusive patterns of urban and rural development by:

- a. Making suitable land available for development in line with economic social and environmental objectives to improve people's quality of life;
- b. Contributing to sustainable economic development;
- c. Protecting and enhancing the natural and historic environment and the quality and character of the countryside;
- d. Ensuring high quality development through good and inclusive design and the efficient use of resources; and
- e. Ensuring that development supports existing communities and contributes to the creation of safe, sustainable liveable and mixed communities with good access to jobs and services for all members of the community.

The planning system should promote development that is accessible in terms of its location. It should reduce the need to travel and encourage accessible public transport provision, to secure more sustainable patterns of transport development.

Planning Policy Statement 6 'Planning for Town Centres' (PPS6) includes city centres, town centres, local centres and district centres. These areas make an important contribution to the quality of life in our urban communities and play a vital role in delivering sustainable development. The Government's key objective for town centres is to promote their vitality and viability by planning for the growth and development of existing centres, whilst at the same time promoting and enhancing existing centres by focusing development in such centres, and encouraging a wide range of services and uses in a good environment which is accessible to all.

Planning Policy Statement 12 (PPS12) explains what spatial planning is, and how it benefits communities. It also sets out what the key ingredients of local spatial plans are and the government policies regarding how they should be prepared. These set criteria for Local Planning Authorities on how to produce a Core Strategy, with sustainable development being at the heart of the document.

The aim of Planning Policy Guidance Note 13 'Transport' (PPG13) is to integrate planning and transport to promote more sustainable travel choices, deliver accessibility to jobs and services by public transport, cycling and walking, and reduce the need to travel.

The Department for Transport's Good Practice Guidelines on 'Delivering Travel Plans through the Planning Process' (2009), sets out how local authority planners, transport and travel plan officers, developers and consultants can achieve successful and sustainable travel plans. A travel plan is a long-term management strategy for an occupier or site that seeks to deliver sustainable transport objectives through positive action and is articulated in a document that is regularly reviewed.

## 12.2.2 Regional Policy

The Phase Two Revision of the West Midlands Regional Spatial Strategy (RSS) was published in 2008, and was subsequently subject to an Examination in Public during 2009. Following receipt of the Panel's report, the Region provided its response to Government. The Government's comments on this response are currently awaited, and are not expected until after the general election in May 2010.

Policy T2 of the RSS states that “Local authorities, developers and other agencies should work together to reduce the need to travel especially by car, and to reduce the length of the journeys by encouraging those developments which generate significant travel demands to be located where their accessibility for public transport, walking and cycling is maximised, including close to rail and bus stations and Metro stops”.

In addition, the RSS seeks to promote patterns of development which reduce the need for travel, including a more balanced provision of different uses in larger settlements including the sub-regional foci.

The provisions in RSS11 require the development of more sustainable patterns of development to provide a better balance between jobs, houses and other services. These developments are to be integrated with a choice of transport including public transport. Priority will be given to the improvement of services and interchanges within urban areas and the development of links with catchment areas. In rural areas, priority should be given to the development of community and public transport services, particularly those providing links from rural hinterlands to key local service centres (Policy T5D).

In transport terms, the RSS specifically supports:

- (a) **The delivery of significant development in the Major Urban Areas (MUAs) of Coventry and Solihull.** In particular this will require significant enhancements to accessibility by sustainable modes;
- (b) **The growth which is proposed in the Settlements of Significant Development within the Sub-Region,** these being Nuneaton/Bedworth, Rugby and Warwick/Leamington Spa;
- (c) **The diversification and modernisation of the Regional and Sub-Regional economy.** This will require improved access for goods and services across national, regional and local networks, both in terms of internal and external movements.
- (d) **The aim to deliver urban and rural renaissance.** Once again the emphasis should be on the role which sustainable transport initiatives can play in supporting this objective of the RSS.
- (e) **The conservation and enhancement of the environment.** This will require decisions to be made that influence the demand for travel, both in terms of land use planning and behavioural change. Where possible, suitable mitigation will need to come forward that addresses the impacts of transport on the built and/or natural environment.

### 12.2.3 Planned Growth within the Sub-Regional

In broad terms the RSS Panel supported the Coventry/Solihull/Warwickshire Development Strategy, which will bring 87,500 new dwellings to the Sub-Region between 2006 and 2026. A breakdown of this by administrative area is provided in Table LUT1 below.

**Table LUT1: CSW Scale and Distribution of Housing Growth, 2006-2026**

CSW Sub-Regional Authorities	Housing Provision (as recommended by the RSS EiP Panel)	Notes
Coventry	33,500	The RSS Panel Report suggests that 3,500 dwellings be located in Nuneaton and Bedworth Borough adjacent to the City boundary near Keresley and 3,500 in Warwick District adjacent to the City Boundary in vicinity of Gibbet

		Hill/Finham.
Solihull	10,500	
North Warwickshire	3,000	
Nuneaton and Bedworth	11,000	
Rugby	11,000	9,800 of this allocation is to be found within or adjacent to the urban area of Rugby.
Warwick	11,000	
Stratford-on-Avon	7,500	No housing provision is required in the District to meet the needs of Redditch.
Warwickshire	43,500	
<b>Total</b>	<b>87,500</b>	

The Panel's recommendations in relation to employment land provision over the period to 2026 did not change the overall figures significantly. The need for a potential additional Regional Investment Site (RIS) to serve the Coventry to Nuneaton Regeneration Zone was identified. An additional 60ha of land was identified in North Warwickshire Borough for Regional Logistic Sites, to be split between Birch Coppice (40ha) and Hams Hall (20ha). Both of these sites are already developed for intermodal (road/rail) use, benefiting as they do from good access to both the strategic road and rail network.

A breakdown of the employment land needs of the Sub-Region by administrative area is provided in Table LUT2 below.

**Table LUT2: CSW Scale and Distribution of Employment Growth, 2006-2026**

CSW Sub-Regional Authorities	Employment Land Provision (indicative long term requirements) (ha)	Notes
Coventry	246	
Solihull	45	
North Warwickshire	93	Includes 60ha of land for the expansion of Regional Logistic Sites at Birch Coppice and Hams Hall.
Nuneaton and Bedworth	96	
Rugby	108	
Warwick	90	Includes a 50% share of the expansion of Warwick University.
Stratford-on-Avon	51	
Warwickshire	438	
<b>Total</b>	<b>729</b>	

Work is ongoing across the Sub-Region to assess the transport implications of the proposed housing and employment growth set out in Tables LUT1 and LUT2. This will provide an important input to the development of the seven Local Development Frameworks within the Sub-Region.

### 12.3 Local Policy

The main policies of relevance at a local level are contained within the five District/Borough Local Development Framework Core Strategies. These are all at varying stages of production and are thus subject to change. It is expected that all five plans will be subject to an Examination in Public over the next 2-3 years.

## 12.4 Problems and Opportunities

There are problems and challenges in integrating land use and transport to promote sustainability, accessibility and a strong economy. The lack of employment opportunities in the rural areas of the County combined with limited public transport services leads to reliance on car use and disadvantages those without access to a car. In addition, the growth of employment, housing, retail and leisure development on the edges of the towns has led to increased car use and the exclusion of those without access to a car.

As set out above, the Regional Spatial Strategy supports development within the Major Urban Areas (MUAs), particularly Birmingham, Coventry and Solihull, which will have an effect on travel patterns within the County. In addition, the main towns of Nuneaton/Bedworth, Rugby and Warwick/Leamington Spa will continue to play an important part in acting as a focus for new investment and supporting regeneration. These towns offer the best opportunity to maximise the re-use of previously developed land or buildings, promote alternative modes of transport to the car and reduce the need to travel. This will bring opportunities for mixed use development, raise the profile of these areas, and increase economic activity.

These opportunities will also bring their own challenges, including increased demand for travel in what are already congested networks. The Land Use and Transportation Strategy recognises these issues and seeks to address them by providing a choice of transport including public transport, cycling and walking facilities.

Focusing development in these towns within the County offers the opportunity to use and improve the existing transport networks whilst at the same time expanding the use of public transport and encouraging walking and cycling facilities. The aim of this approach is to optimise the existing concentrations of population, employment and services and thus achieve shorter journey distances. It is hoped that this will reverse the trend towards out of centre developments that are often difficult to reach without a car.

## 12.5 The Strategy

The vision of Warwickshire County Council's Land Use and Transportation Strategy is:

**'To encourage new development, which is accessible, safe, sustainable and integrated with the transport network, including modes other than the car.'**

The aim of the Land Use and Transportation Strategy is to make new development (especially those with significant predicted traffic movements) as sustainable as possible through the integration of land use and transportation planning. This can be achieved by:

- Actively promoting accessibility for all sections of the community, based on the most sustainable modes of transport;
- Seeking to optimise the location of land uses/developments with the transport networks, including locating major trip attractors and generators in close proximity to suitable public transport services; and
- Promoting sustainable travel through securing Travel Plans with large employment sites within the County.

The four key themes of the Strategy are:

- To encourage patterns of sustainable development;
- To promote a choice of transport by public transport cycling and walking;
- To promote accessibility to education, training, jobs, shopping and leisure facilities; and
- To reduce the need to travel by car.

## 12.5.1 Policies

### **Policy LUT1: Partnership**

The County Council will work with the five Warwickshire District/Borough Councils and adjoining local authorities, developers, and other stakeholders to implement the policies set out in the Land Use and Transportation Strategy.

### **Policy LUT2: Travel Plans**

The County Council will require Travel Plans or Travel Plan Statements to support planning applications in accordance with Table 1 of the '*Practice Note for Developers*'

Travel Plans can assist with reductions in travel claim and facility costs for businesses and can help employees enjoy better health from building more physical activity into their lives. Policy LUT2 will help promote sustainable development, reduce single occupancy travel throughout Warwickshire and contribute to the reduction of congestion.

### **Policy LUT3: Sustainable Developments**

The County Council will promote sustainable development and seek developer contributions, where appropriate, to provide for public transport, community transport, pedestrian and cycling facilities, traffic management measures and travel packs to serve new developments.

Policy LUT3 will serve to promote sustainable development, promote modal shift and help reduce single occupancy travel throughout Warwickshire.

### **Policy LUT4: Accessibility Planning**

Working with our partners, including the five District/Borough Councils, the County Council will seek to ensure that accessibility considerations are integrated into planning policy and seek to influence the choice of site taken. The County Council will require accessibility assessments to be carried out for major new development proposals.

Policy LUT4 will help To ensure that development proposals fully consider and provide mitigation towards accessibility issues.

### **Policy LUT5: Transport Assessments**

The County Council will require Transport Assessments/Statements to be submitted to support planning applications where it is deemed appropriate. The information should follow the general guidance on Transport Assessments as published by the Department for Transport. The County Council will also work with applicants to scope the individual requirements for the sites/areas under assessment.

Policy LUT5 will help to ensure future development helps improve the local and wider area, instead of introducing increased congestion and bringing about a detriment to the local transport network.

### **Policy LUT6: Highway Works Agreements**

The County Council will require all applicants/developers to enter into an appropriate highway works agreement where any alterations, connections and/or improvements to the highway are proposed. This will be either through a Section 184 or 278 agreement under the Highways Act 1980.

Policy LUT6 ensures all works within the highway are carried out to an acceptable standard and will not be at the detriment to highway safety and future maintenance.

### **Policy LUT7: New Road Adoptions**

The County Council will encourage all highway provision in relation to new development to be constructed to an adoptable standard, and then offered to the County Council for adoption through a Section 38 agreement under the Highways Act 1980.

Policy LUT7 will ensure that all developments are constructed for longevity and will not require improvement in the short term.

### **Policy LUT8: Road Safety Audits**

The County Council will require an appropriately staged Safety Audit to accompany any planning application that requires certain works within the highway to be carried out, for example new junctions, ghost island junctions and significant alterations to existing junctions. It is recommended that the applicant should contact the County Council for advice and guidance on these issues at the earliest opportunity.

Policy LUT8 will ensure that all works within the highway are carried out to an acceptable standard and will not be to the detriment of highway safety.

### **Policy LUT9: Obligations**

The County Council will seek developer contributions where appropriate for improving the local and surrounding highway and transport network, as well as ensuring new development is not accessed to the detriment of the existing highway. Developers will be required to enter into suitably worded agreements through Section 106 of the Town and Country Planning Act 1990.

Policy LUT9 will help to ensure that implementation of development is not to the detriment of the local and wider transport network.

### **Policy LUT10: Appropriate Development**

The County Council, in its role as Highway Authority, will aim to ensure that all development is appropriate in terms of accessibility, design and layout, and that it can contribute to the local area and improve connectivity with new footways, cycleways and public transport where required.

Policy LUT10 will ensure that all development is carried out in accordance with the requirements of the Highway Authority.

## 12.6 Delivering the Strategy

The delivery of this Strategy will involve a wide range of public and private stakeholders and partners. In some instances, delivery will be dependent on strategic decisions that are taken at a national and regional level.

The main elements of the delivery of the Land Use and Transportation Strategy will generally be undertaken:

1. Through the ongoing transport advice which the County is currently providing each of the five Warwickshire District/Borough Councils in relation to the preparation of their Local Development Framework Core Strategies;
2. Through discussions which take place between the County Council and applicants before or at the planning application stage, where new developments will be assessed in terms of their accessibility to determine the degree of sustainability; and
3. Through the formal highway and transport advice which the County Council provide to the five Warwickshire District/Borough Councils when consulted on individual planning applications.

### 12.6.1 Partnership

Partnership will play a key part in promoting new developments that are sustainable and which deliver the aims of the Land Use and Transportation Strategy. The County Council recognises there are a range of partners and stakeholders in both the public and private sectors which it will engage with in this process. These include:

- National level: Department for Communities and Local Government (DCLG); Department for Transport (DfT); Department for Environment Food Rural Affairs (DEFRA); Network Rail and the Highways Agency;
- Regional Level: Government Office of West Midlands (GOWM); Advantage West Midlands (AWM) and West Midlands Leaders Board and Centro/Integrated Transport Authority (ITA);
- Local level: North Warwickshire Borough Council; Nuneaton and Bedworth Borough Council; Rugby Borough Council; Stratford-on-Avon District Council and Warwick District Council; and
- Neighbouring Authorities: Coventry City Council; Solihull Metropolitan Borough Council; Staffordshire County Council; Leicestershire County Council; Northamptonshire County Council; Oxfordshire County Council; Gloucestershire County Council and Worcestershire County Council

## Appendix A – Sustainable Development

### SDA1. Principles of Sustainable Development

New development should be encouraged to be sustainable by seeking to integrate development with its need for transport and movement. This should make sufficient provision for the users of the development including potential residents, employees and visitors. The development also needs to use a toolkit of measures which offer the most effective and efficient use of resources to reduce reliance on the car and reduce congestion, by ensuring there is a satisfactory provision of public transport services and infrastructure and safe/convenient cycling and walking facilities.

All new developments will be assessed in order to identify whether they encourage sustainability. As such, they will be assessed against the following key criteria:

- The location of the development in respect of a town centre, consideration of local characteristics i.e. topography, physical barriers existing and proposed layout;
- The distance of the development from a town centre and how it encourages all transport movements to the centre and other main nodes in a town;
- The location of the development in respect to public transport services, facilities for cycling and walking to serve the development effectively and efficiently;
- The development to offer the potential residents and employees a choice of efficient and effective sustainable modes of transport; and
- The provision of public transport serving the development should be assessed against the access and distance it is from the nearest bus stops, railway stations, provision of attractive services, bus priority measures, park and ride services and associated traffic management measures serving destinations in congested areas.

### SDA2. Applying the Criteria for Assessing Sustainable Development

The criteria set out in Table SD1 below represents the initial starting point for negotiations with developers and landowners about the levels of sustainable transport contribution and/or measures required towards making a development more sustainable. It is envisaged that these negotiations will take place during the various stages of the planning process as either informal or formal advice.

The criteria will be used to judge whether a new development meets the appropriate levels of sustainability. The main types of development that the criteria would apply to are those developments for example that would have a material increase in traffic on the highway network and/or inadequate access by public transport, cycling and walking.

The measures are not intended to be exhaustive and will need to take into account the individual merits and circumstances of each development. They should also be considered in an integrated way to ensure the most effective, efficient and suitable ways of providing sustainable transport for a development. One of the measures includes the production of travel plans for new developments with significant traffic generation. The document, 'A Strategy for Changing Travel Behavior' produced by the County Council, outlines the aims and objectives to promote more sustainable travel.

In order to ensure that the measures are appropriate, a planning obligation for a developer contribution towards sustainable transport will take the form of revenue and/or capital, and include costs for consultation. In addition, any studies required to justify a new development or to evaluate a particular transport solution will normally be funded by the developer.

**Table SD1 – Applying the Criteria for Assessing Sustainable Development**

Sustainable Transport Measure	Test	Sustainable Transport Contribution/Measures
Walking	<p>Does the development site have local services, schools, public transport, leisure and job/training opportunities within walking distance?</p> <p>Is the necessary infrastructure in place to deliver high quality, safe, direct and attractive routes that will encourage walking?</p> <p>What improvements are needed to satisfy the above?</p>	<p>Safer Routes to School</p> <p>Pedestrian safety measures</p> <p>New footways</p> <p>Provision of signage</p> <p>Improved lighting/security</p> <p>Gates and railings</p> <p>Landscaping</p>
Cycling	<p>Does the development site have dedicated cycle links to the local services, schools, public transport, recreational and job/training opportunities?</p> <p>Is the necessary infrastructure in place to deliver high quality, safe, direct, and attractive cycle routes that will encourage use?</p>	<p>Providing new or improved dedicated cycle facilities</p> <p>Provision of on and off-carriageway cycle lanes</p> <p>Combined pedestrian and cycle crossings (TOUCAN)</p> <p>Improved signage including warnings to drivers</p> <p>Cycle parking at work places, service centres, railway stations and other public transport interchanges</p> <p>Improved lighting/security</p> <p>Associated environmental improvements such as landscaping and surfacing</p>
Public Transport (Bus)	<p>Is the site served by reliable, fast, frequent and accessible services which accord with the appropriate specifications set out in the LTP Bus Strategy?</p> <p>What improvements are needed to satisfy the above requirements?</p>	<p>Provision of the required level of public transport by provision of a free-standing service, diversion of an existing service, reinforcement of service frequency or an appropriate combination</p> <p>Provision of bus lanes, suitable site layouts to allow bus penetration, lay bys, bus stops/shelters and information displays</p> <p>Provision of bus priority measures to ensure a reliable and efficient service</p>
Public Transport (Rail)	<p>Is there a genuine rail option to meet the transport needs of the</p>	<p>Provision or improvement of rail stations and</p>

	<p>site?</p> <p>What facilities or improvements are required to offer an option of rail travel?</p>	<p>infrastructure</p> <p>Procurement of land for the above</p> <p>Provision of bus/rail interchange, park and ride or associated facilities at rail stations</p>
Other Measures	<p>Are there any other measures that are required to overcome the transport issues related to the site?</p> <p>What specific measures are required to mitigate the effects of substantial development traffic?</p>	<p>Travel Plans</p> <p>Traffic calming</p> <p>Junction improvements</p> <p>Urban Traffic Management Control (UTMC)</p> <p>Speed limit reviews</p> <p>Weight restrictions</p> <p>Provision of new accesses or roads justified as part of a multi-modal approach and/or to provide environmental benefits</p>