

**Test Valley Revised Local Plan  
DPD  
2011 – 2029  
Regulation 22 – Submission to  
Secretary of State**

**Policy T1: Managing Movement  
Topic Paper**

June 2014



# REVISED LOCAL PLAN

## TOPIC PAPER – POLICY T1: Managing Movement

### 1 Introduction

- 1.1 The purpose of this topic paper is to provide context and rationale for how movement is managed across Test Valley and to consider the approach of including the Managing Movement policy in the Revised Local Plan.

### 2 Background

- 2.1 The need to manage movement and how people access their communities, jobs, services and facilities is a key aspect when allocating sites for potential development. Test Valley's main settlements of Andover and Romsey perform important functions in serving the population of the Borough in terms of access to education, retail and statutory services. Romsey and Andover are approximately 20 miles apart. There is a natural tendency for the northern half of the Borough to gravitate towards Andover and the southern part of the Borough towards Romsey, Alternatively the population use the centres of Salisbury, Basingstoke, Southampton or Winchester.
- 2.2 Much of the Borough is rural in nature with 40% of the population living in a large number of relatively small communities outside of the principle settlements of Andover, Romsey, North Baddesley, Nursling and Rownhams. Public transport provision in the rural areas is generally patchy and infrequent with some areas having limited bus services and others none at all. Community transport and demand responsive services are important in providing a link to ensure some accessibility from the rural areas to local services and facilities for those without access to a car.
- 2.3 Within Test Valley 13.5% of the population have no access to a car, 38.9% have access to 1 car or van and 35.2% have access to 2 or more cars or vans in their household<sup>1</sup>.
- 2.4 Given such a high proportion of car ownership and the relative rural nature of Test Valley, Policy T1 is important to ensure that both development is design in such a way to accommodate car ownership and use in an appropriate and proportionate way and that where feasible, alternative modes of travel are provided in order to minimise the impact on the local and strategic highway network.

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<sup>1</sup> 2011 Census (ONS)

### **3 Policy Context**

- 3.1 The Borough Local Plan (BLP) 2006 sets out in Policy TRA09 the Council's approach to managing movement. This policy is very specific in seeking to limit the impact in terms of safety, function and character of the highway network.
- 3.2 The BLP approach to managing movement is split into a number of separate policies covering access, layout, travel generating development and public transport infrastructure.
- 3.3 The Revised Local Plan (RLP) integrates the issues of impact on highway network, access, character, links with non-car modes of travel and supporting new development into the one policy of T1: Managing Movement.
- 3.4 The requirement of development to make connections to existing pedestrian and cycle networks and facilitate a safe and attractive highway network for all users is supported by the Council's adopted Access Plan SPDs. These consist of the Test Valley Access Plan, the Andover Town Access Plan and the Romsey Town Access Plan. Their primary purpose is to identify schemes and projects that can be delivered to enable people to access services and facilities via non-car modes and delivery infrastructure that makes pedestrian and cycle access more attractive. Where car travel is essential the Access Plans identify improvements to car parking facilities, such as at train stations, to encourage subsequent journeys by public transport. The Council has also produced the Cycle Strategy SPD. All the SPDs are complemented by Hampshire County Councils Borough Statement.
- 3.5 Paragraph 35 of the NPPF recognises the need to ensure opportunities for sustainable transport modes are maximised in order to facilitate the movement of people and goods. A key tool for effective delivery of this approach is to secure a Travel Plan which provides a practical strategy for promoting and implementing sustainable modes of travel.
- 3.6 Paragraph 38 of the NPPF also advocates a mixed use approach to allocating development sites so that both work and day to day activities can be undertaken on the same site. The allocation of the strategic sites in the RLP has adhered to this approach.

### **4 Issues**

- 4.1 The NPPF paragraph 9 seeks to improve peoples quality of life by "*improve the conditions in which people live, work, travel and take leisure*" and help to achieve sustainable development. In line with the NPPF golden thread of sustainable development, the proposal to integrate the themes of access, sustainable modes of travel, impacts on highway networks, layout and attractiveness of routes and links has been amalgamated into one specific policy in the RLP.

- 4.2 Policy T1 criterion a) of the proposed policy has been drafted to take into account NPPF paragraph 17 bullet point 11 which looks to manage patterns of growth and to make use of public transport, walking and cycling routes and paragraph 32 bullet point 1 which looks for opportunities for sustainable transport.
- 4.3 Policy T1 criterion b) looks at the impact on the highway from movements from new development. This seeks to ensure that all users of the highway are considered when mitigating the impact of new development. The NPPF (paragraph 32 3<sup>rd</sup> bullet point) refers to preventing or refusing development on transport grounds where the impacts are severe. This would be a matter for the Highways Agency or Highways Authority to determine.
- 4.4 NPPF paragraph 31 2<sup>nd</sup> bullet point identifies the importance of having safe, attractive and suitable access and this is reflected in policy T1 criterion c). This criterion also reflect the guidance on good design as set out in paragraph 58 NPPF.
- 4.5 Policy T1 criterion d) intends to ensure that the function, safety and character is not adversely affected by development. It is recognised that the term 'adverse' is not included within NPPF paragraph 32. The Council's view is that the wording of the proposed criterion allows for greater clarity for the decision taker as required by NPPF paragraph 154. The term 'significant' is subjective and difficult to quantify.
- 4.6 The integration of these themes into one policy allows the consideration of a number of aspects that affect movement of people, vehicles and goods when assessing development proposals. This is to ensure that the interaction between layout and attractiveness for example is considered together rather than in isolation. Policy T1 encourages a holistic approach to access and movement from concept, design and implementation of new development proposals.

## **5 Proposed Policy**

- 5.1 The proposed policy and supporting text is set out below. It should be noted that the proposed amendments included following the Regulation 19 consultation has resolved the concerns of the Highway Agency in relation to this policy.

### **Policy T1: Managing Movement**

#### **Development will be permitted provided that:**

- a) its location is connected with existing and proposed pedestrian, cycle and public transport links to key destinations and networks;**  
**and**

- b) measures are in place to minimise its impact on the highway and rights of way network and pedestrian, cycle or public transport users; and**
- c) the internal layout, access and highway network is safe, attractive, in character, functional and accessible for all users and does not discourage existing and proposed users; and**
- d) it does not have an adverse impact on the function, safety and character of and accessibility to the local or strategic highway network or rights of way network.**

- 9.7 To encourage sustainable modes of transport, the location, design and layout of development will need to show primacy being given to walking, cycling and public transport. The Council recognises that in some rural locations and for some proposals this will not be practical. All routes and access points must be safe for all users. Providing direct routes and new convenient links to key facilities and destinations will be important in achieving the most efficient use of the existing and proposed transport infrastructure. This can be achieved through good design and the control of the scale and/ or type, location and layout of new development. In some circumstances traffic management measures may be appropriate.
- 9.8 The design of new development will need to take account of and be capable of accommodating the range of vehicles which can reasonably be expected to serve it. In addition to the design of new schemes the Council can complement improvements to the transport network with traffic management measures.
- 9.9 Future development should accord with and help the delivery of the policies and proposals of the LTP, Access Plans and Borough Statement. Developments which generate a significant amount of movement will require a Transport Statement or Transport Assessment and a Travel Plan to be produced<sup>2</sup>. The assessment should reflect the scale of the development being proposed, the impact on the strategic and local highway network and identify measures which will be put in place to reduce its impact to acceptable levels. The aim of the travel plan should be to propose measures to facilitate and encourage the use of sustainable travel or promoting the need to travel.
- 9.10 Some highway works linked to future development may have an impact on the character of the area particularly in the countryside or within Conservation Areas. Such works would not be permitted where the changes to the highway or route network would cause an adverse impact.

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<sup>2</sup> Guidance on Transport Assessments: Department of Transport (March 2007)

- 9.11 Development must be able to provide safe access for all users of the highway where new accesses or additional use of existing unsatisfactory access(es) or minor roads are required. The Highway Authority or its agents will need to be satisfied that it is safe and that the appropriate visibility for all highway users can be provided. All development must meet the needs of the likely occupants and those services which are an integral part of its day to day function. In new residential areas particular attention is required to mitigate the impact of the private car with emphasis given to pedestrians, cyclists and public transport depending upon the scale of the proposals.
- 9.12 The Rights of Way Network forms part of the highway network. Within the Borough they are an important part of the transport infrastructure in providing alternative and convenient routes as well as an important recreation resource. Development should not adversely affect the use of the existing network by discouraging users and where possible it should provide improvements to it. The County Council has prepared Countryside Access Plans for Hampshire, three of which cover Test Valley; The Hampshire Downs<sup>3</sup>, The Test and Itchen<sup>4</sup> and the New Forest and South West Hampshire<sup>5</sup>. They provide a framework for seeking improvements to the network in association with new development. Key issues arising from work undertaken so far are fragmentation of the existing network and poor condition of parts of the network.

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<sup>3</sup> The Hampshire Downs Countryside Access Plan 2008-2013, HCC, 2008

<sup>4</sup> The Test and Itchen Countryside Access Plan 2008-13, HCC, 2008

<sup>5</sup> The New Forest and South West Hampshire Countryside Access Plan 2008-13, HCC, 2008