



WARWICK DISTRICT LOCAL PLAN Public Local Inquiry 2006

Core Topic Paper 9

Transport



1996 - 2011

February 2006

Warwick District Local Plan - Public Local Inquiry Core Topic Paper

Transport

1. Introduction

1.1 This core topic paper gives information on transport issues addressed within the Warwick District Local Plan. It is one of 12 core topic papers that have been prepared for the Public Inquiry into the Local Plan. These core topic papers do not seek to respond to individual objections to the local plan, but to provide background information on various key topics. The Council is also preparing detailed proofs of evidence and written statements that will respond to the detailed comments of objectors to the Local Plan. These will refer back to the core topic papers as necessary.

1.2 This core topic paper is structured to provide background information on the following key areas:-

- Transport Provision and Travel Patterns in Warwick District
- Policy Context

- National
 - Regional and sub regional
 - Local

- The Strategy of the Local Plan
- The Policies of the Local Plan
 - A. Promoting sustainable transport improvements
 - B. Accommodating vehicular traffic and parking
 - C. Protecting the character of rural roads
 - D. Specific Transport Proposals

2. Transport Provision and Travel Patterns in Warwick District

Transport Provision

2.1 The District has a well developed highways network. The M40 passes through it with three junctions providing access to the south of Warwick and Leamington Spa (junctions 13-15). The A46 provides the main north south route through the District, intersecting with the motorway in the south at Longbridge Island (Junction 15), and with the A45 to the north at Tollbar Island, which lies just on

the District's northern boundary. Other major roads link the settlements in the District with Southam, Rugby, Coventry, Solihull, Redditch and other settlements.

- 2.2 The railway between London Marylebone and Birmingham Snow Hill runs through the District with stations at Leamington Spa, Warwick, Warwick Parkway, Hatton and Lapworth (including both express and stopping services). Local stopping services also run between Leamington Spa and Snow Hill and there is a local service between Leamington Spa and Stratford. Leamington Spa is also served by a high frequency cross-country service between the South Coast, the Midlands and the North of England. The Warwick Parkway station was opened in November 2000. There is currently no station in Kenilworth.
- 2.3 In addition to National Express services between Leamington, Warwick and Warwick Parkway and a comprehensive network of towns and cities across the country, the District has a range of inter-urban and local bus services. These inter-urban services include:
- Warwick – Leamington Spa – Kenilworth – Coventry;
 - Leamington Spa – Warwick – Stratford-on-Avon; and
 - Leamington Spa – Rugby – Southam.
- 2.4 Local bus services operate within the towns of Leamington Spa, Warwick, Kenilworth and Whitnash and a network of generally less frequent services link these with outlying rural areas.
- 2.5 Most of the District's pedestrian and cycle networks form part of the public highway. A number of measures have been implemented to make roads more friendly to non-vehicular traffic including the completion of dedicated cycle lanes such as those along Emscote and Stratford Roads. Works to the Parade in Leamington Spa and the Market Place in Warwick have also raised the priority for pedestrians. There is in addition a network of off-road pedestrian, cycle routes and bridleways including recreational routes along the riverside and canal towpath with recently completed routes through St Nicholas Park and Newbold Comyn Park. Some of the District's key cycle routes, completed in recent years, have been designated part of the Sustrans national cycle network route 41.

- 2.6 The Grand Union Canal crosses the District from the Fosse Way at the eastern end, through Leamington and Warwick, and then west towards Solihull. The rivers Avon and Leam pass through the District but are generally not navigable.
- 2.7 Coventry Airport (known also as West Midlands International Airport) lies within the District at Baginton. This is the subject of a separate Core Topic Paper (ref CD/26) and so is not discussed further here.

Travel Patterns within Warwick District

Road Traffic Growth

- 2.8 Across the whole County, average traffic growth on the local highway network was 18% between 1994 and 2004, with an average of 12% of growth in Warwickshire's towns. These figures compare with national growth of 20% and 10.3% respectively¹.
- 2.9 In the District's main towns the figures were 8% growth in Kenilworth, 13% in Leamington Spa and 15% in Warwick². Thus traffic growth in Warwick and Leamington Spa has significantly exceeded national growth levels. This is due to a number of factors including town expansion (with major new development areas in both Leamington and Warwick), the prosperous local economy and the high number of schools in the area, many of which attract children from outside the towns (see below).
- 2.10 In addition, County Council models predict that traffic growth in the urban areas of Warwick and Leamington Spa (as well as Stratford-upon-Avon, outside the district) is likely to see a reduction in peak speeds over a five year period of over 10% up to the year 2011³.
- 2.11 To help manage traffic flow, a number of highway improvements have been carried out in recent years including works at Tollbar Island, the A452 Kenilworth Road, the junction of Harbury Lane and Tachbrook Road, and at the A4141 Birmingham Road/Old Budbrooke Road, where access has been provided to the Parkway station.

¹ Warwickshire Provisional Local Transport Plan 2005 (CD/904)

² Source as above

³ Source as above

Journeys to Work and School

- 2.12 An analysis of travel to work patterns undertaken by Warwickshire County Council following the 2001 Census, shows that people are travelling further to work than ten years previously, with fewer people living and working in the same district than in 1991⁴.
- 2.13 Warwick District is the only district in the County where the number of local jobs exceeds local labour supply. Around 6,400 more people commute into the area than out, even though out-commuting has risen from 26% in 1991 to 34% in 2001 (see Table 1).

Table 1: Warwick District Employment and Travel to Work

Warwick District Travel to Work Data	1991	2001
Jobs in Warwick District	58,500	69,097
Resident labour supply	58,069	64,951
Jobs – labour supply	+431	+4,146
% living and working in the District	69%	64%
In-commuters	18,540	27,584
In-commuters as a % of labour supply	32%	42%
Out-commuters	14,360	21,145
Out-commuters as a % of labour supply	25%	33%
Net commuter flow	+4,180	+6,439

Source: 2001 Census

- 2.14 Table 2 shows journeys to work by mode of travel. More people living in Warwick District drive to work and fewer people use public transport to get to work than is typical across the Shire Counties. However, a slightly higher proportion of workers walk and cycle to work than across the Shire Counties and on all counts, the position in the District is more sustainable than across Warwickshire County as a whole.

⁴ Warwickshire County Council: Travel to Work Patterns in Warwickshire, 2001 Census

Table 2: Modal Split for Journeys to Work

Mode of travel for journey to work	Warwick District (%)	Warwickshire (%)	English Shire Counties (%)
Car	68.8	71.2	66.8
Public Transport	5.3	4.7	7.6
Bicycle	3.5	2.9	3.1
Walk	11.2	9.7	10.1

Source: Census 2001

- 2.15 The use of the private car for travel to school has risen dramatically across the country over the last 25-30 years. In Warwickshire, the modal split for school journeys compares unfavourably with the national figures with 37% of school journeys made by car and only 15% by bus, compared to 30% and 20% nationally⁵.

3. Policy Context

- 3.1 National, regional and County-level policies and guidance have informed the development of transport policy in the Local Plan.

National Context

- 3.2 The main source of Government guidance on planning policy for transport comes from Planning Policy Guidance Note 13 Transport (PPG13). PPS12 Local Development Frameworks, the UK Sustainable Development Strategy and the government's Circular on Planning Obligations (Circular 5/2005) also have a bearing on local policy, together with the Government White Paper on Transport 'The Future of Transport' (July 2004) and Transport 2010: the Ten Year Plan. The key points from each of these are set out below.

PPG13: Transport (CD/1113)

- 3.3 Land use planning has a key role in delivering the Government's integrated transport strategy. The objectives of PPG13 are to integrate planning and transport at the national, regional, strategic and local levels to promote more sustainable transport choices, promote accessibility and reduce the need to travel, especially by car.

⁵ Warwickshire Provisional Local Transport Plan 2005 (CD/904)

- 3.4 In order to deliver the objectives of the guidance, plans local authorities should do the following, (amongst other things) when preparing development plans:
- ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling;
 - ensure that strategies in the development and local transport plan complement each other and that consideration of development plan allocations and local transport investment and priorities are closely linked;
 - use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car for work and other journeys;
 - give priority to people over ease of traffic movement and plan to provide more road space to pedestrians, cyclists and public transport in town centres, local neighbourhoods and other areas with a mixture of land uses; and
 - protect sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements.

PPS12: Local Development Frameworks (CD/1112)

- 3.5 Annex B of PPS12 provides advice about maintaining consistency between local transport plans and development plans. This, it explains, is particularly important in shire counties where the district authority prepares Local Development Documents and the county is responsible for transport planning. To avoid blight, proposals should only be included where there is a strong commitment from the relevant delivery agency to take the scheme forward. A distinction should be made between scheme proposals and safeguarding potential transport routes which may not necessarily be taken forward over the plan period.

The UK Government Sustainable Development Strategy 'Securing the Future' (March 2005)

- 3.6 This sets out the government's approach to sustainability, with five key principles:
- Living within environmental limits;
 - Ensuring a strong, healthy and just society;
 - Achieving a sustainable economy;
 - Promoting good governance; and
 - Using sound science responsibly.

- 3.7 Two of the four agreed priorities, addressing climate change and the promotion of sustainable communities, have helped shape the transport policies in this plan which aim to reduce congestion, improve local environments and encourage the use of public transport, cycling and walking.

Government Circular 5/2005 Planning Obligations

- 3.8 This Circular reiterates the previous Circular 1/97 position that planning obligations are private agreements between Local Planning Authorities and persons with an interest in land, designed to make development acceptable that would otherwise be unacceptable in planning terms. They should be used whenever appropriate according to the policy set out in the Circular. Crucially, planning obligations should only be sought where they meet all of the revised 'necessity tests' set out in Annex B of the document.

- 3.9 The Circular covers the pooling of developers' contributions, for example where the combined impact of a number of developments creates the need for a piece of new infrastructure across one or more local authorities. In some instances future development will also be needed to contribute towards a scheme. In both cases the need for the infrastructure and the proportionate contributions to be sought should be set out in Development Plan Documents and Supplementary Planning Documents. The Circular also outlines circumstances where it is appropriate to use formulae and standard charges in establishing planning obligations.

Government White Paper on Transport 'The Future of Transport' (July 2004)

- 3.10 This sets out the Government's current thinking on the development of the UK transport network up to 2030. A key thrust is to work towards better management of the existing transport network with the potential introduction of road pricing, technological change to reduce accidents and provide better information to motorists, and greater use of alternative modes of travel to the private car. The government is committed to making it more attractive to use trains and buses and to walk and cycle, and encourages the development of school and workplace travel plans.

Transport 2010: The 10 Year Plan.

- 3.11 This was produced in 2000 to set out how the Government intended to achieve the goals of the previous Transport White Paper (1998). It urges better integration between land use and transport planning at national, regional and local levels in order to promote patterns of development that can be more efficiently served by public transport.
- 3.12 The Plan highlights how Park & Ride schemes are increasingly being used as a way of relieving traffic pressures within town centres whilst maintaining accessibility.

Regional Context

Regional Spatial Strategy for the West Midlands, 2004 (CD/1002)

- 3.13 The Regional Spatial Strategy (RSS) was issued by the Secretary of State in 2004. It identifies four challenges: urban renaissance, rural renaissance, diversifying and modernising the Region's economy and modernising its transport infrastructure.
- 3.14 Within the context of the urban renaissance, the Spatial Strategy states that the major Shire towns and areas beyond the Main Urban Areas (MUAs) should continue to act as a focus for new investment to support wider regeneration and to help meet the economic, social and cultural needs of the surrounding rural areas. Warwick and Leamington are specifically mentioned as areas where there is the potential and infrastructure to attract new investment.
- 3.15 It is an objective of the Spatial Strategy to improve significantly the Region's transport systems. More detail is set out in the Regional Transport Strategy (RTS) which forms an integral element of the Spatial Strategy⁶. There are 12 policies, the most relevant of which are summarised below.
- 3.16 **Policy T1** provides the framework for the RTS, concentrating on improving accessibility, reducing the need for travel, expanding travel choice and addressing congestion, while improving safety and protecting the environment. The remaining policies focus on delivery and setting criteria and priorities for investment.

⁶ The RTS is Chapter 9 of the RSS.

- 3.17 **Policy T2** focuses on reducing the need to travel by encouraging sustainable locational decisions for new development. **Policy T3** supports improvements for pedestrians and cyclists. **Policy T4** promotes travel awareness and recommends that LTPs set targets for School and Workplace Travel Plans. Public transport improvements are covered in **policy T5** with the aim of achieving a frequent, affordable, secure and attractive service.
- 3.18 **Policy T6** recognises the attraction of Park & Ride to many motorists. It places emphasis on Strategic Park & Ride sites and establishes a set of criteria to influence their location. Opportunities for local Park & Ride should be considered when local authorities are preparing development plans and local transport plans establishing a set of criteria for the assessment of locations.
- 3.19 **Policy T7** covers car parking, prescribing PPG13 as the basis for setting car parking standards for new development. The use of car parking management techniques to reduce congestion and encourage more sustainable forms of travel is also recommended.
- 3.20 **Policy T12** provides details of a wide range of schemes for which investment is required to meet the objectives of the RTS. The West Midlands Regional Assembly's advice to government on regional funding allocations, January 2006⁷, identifies the SPARK proposals (Leamington Spa and Warwick Integrated Public Transport Improvements, incorporating the Park & Ride) as a regional and sub-regional priority for investment.

Sub-Regional Context

- 3.21 Together with the regional publications, the Warwickshire Structure Plan and Provisional Local Transport Plan (LTP) set a clear context within which the Warwick District Local Plan transport policies have been formulated.

Warwickshire Structure Plan, 1996-2011 (CD/908)

- 3.22 The Warwickshire Structure Plan, adopted in 2001, includes a number of important transport planning policies and proposals. The most important for the District are summarised in Table 3 below.

⁷ Based on The West Midlands Regional Transport Prioritisation Framework, November 2005, (Faber Maunsell/ AECOM/ Ecotec for West Midlands Regional Assembly)

Table 3: Summary of Structure Plan Transport Policies

Policy	Summary of Key Elements⁽¹⁾
T1 Transport Objectives	Promotion of the integration of land use and transport planning to improve accessibility and the physical relationship between where people live and work. Promotion of alternatives to use of the car, particularly walking, cycling and public transport. Identification of the links between transport and economic vitality. Reduction of the environmental impact of traffic and transport.
T2 Transport Targets	Targets identified for reducing car usage, including growth in peak-hour traffic in the North/South Corridor ⁽²⁾ and the major urban areas, the journey to school/college, cycling trips in the major urban areas, public transport patronage and private car traffic levels in the main town centres. These have subsequently been refined through the LTP process.
T3 Transport Corridors	Promotion of improvements to the choice and quality of transport in the main transport corridors, i.e. commuting corridors into the West Midlands conurbation, the North/South Corridor, and the main urban areas of the County. Securing of funding towards improvements from major development that generates significant transport demands.
T4 Impact of Development on the Transport System	Local Plans to provide a framework consistent with Policy T1 and the targets in Policy T2 to ensure that the needs of people to access new development are fully met, and that legal agreements to secure the necessary financial contributions are put in place.
T5 Influencing Transport Choice	Promotion of greater transport choice through travel plans, Maximum Parking Standards for new development, town centre parking provision and travel promotion (e.g. Travelwise).
T6 Traffic Management	Securing consistency of traffic management measures within the context of the overall objectives and targets of the plan, with particular priority to the needs of pedestrians, cyclists, public transport, mopeds, small motorcycles and the mobility impaired.
T7 Public Transport	Promotion of improvements to public transport services and facilities as a genuine alternative to the private car. Identification of bus-based Park & Ride schemes north of Stratford-upon-Avon and south of Leamington, to serve both Warwick and Leamington town centres. Identification of new railway stations at Warwick Parkway (opened in Autumn 2000), Kenilworth and others (outside the District).
T8 New Roads	New roads will only be built where the objectives of Policy T1 cannot be achieved in any other way, and where they are necessary to facilitate significant improvements in safety, environmental quality, economic activity or conditions for public transport and other road users. Identification of 4 strategic road schemes including Barford Bypass.
T9 Balancing Development with Transport Capacity	Development identified in Local Plans should be located wherever possible where there is capacity within the existing transport network or where there are firm proposals to improve the transport network.
T10 Developer Contributions	Securing developer contributions towards public transport, pedestrian and cycling infrastructure, along with highway and traffic management schemes which provide access to or support development and regeneration.

(1) as summarised in Warwickshire Provisional LTP 2005

(2) including Leamington-Kenilworth-Coventry

Warwickshire Local Transport Plan (LTP) 2000 (CD/903)

3.23 The Warwickshire LTP 2000 placed emphasis on the urban areas within Warwick District including:

- Promoting alternatives to car use with measures such as Bus Quality Corridors and improved facilities for walking, cycling and motorcycling;
- Implementation of a programme of traffic management and highway improvements including a bypass for Barford;
- Strengthening the parking regime;
- promoting improvements to passenger rail services including support for the provision of a new Station at Kenilworth; and
- outlining the intention to pursue a bus based Park & Ride scheme to serve Warwick and Leamington in the medium to long term.

Warwickshire Provisional Local Transport Plan 2005 (CD/904)

3.24 In 2002 the Government and the Local Government Association agreed a set of seven Shared Priorities for Local Government including Priority 6 'meeting transport needs more effectively'. Under this, there are four Shared Priorities for Transport:

- Delivering accessibility;
- Tackling congestion;
- Better air quality; and
- Making roads safer.

3.25 These aim to maximise the contribution of national policy objectives to the delivery of improvements to transport at a local level. These Shared Priorities underpin the objectives, strategies, proposals and targets of the LTP. This summary focuses on the proposals that have been brought forward into the Warwick District Local Plan⁸.

3.26 The LTP reports that growth in employment in the District, and the concentration of secondary schools in the Warwick – Leamington corridor have resulted in the highest levels of congestion and the lowest journey speeds within the County during peak periods.

⁸ Other aspects of the LTP that are relevant to the district include measures to improve the management of the public transport network and existing highway network

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- 3.27 As background to the LTP, the County Council undertook a number of studies including the North/South Corridor Public Transport Options Study and a more detailed review of transport for the Warwick and Leamington area. Supported by the findings of this review the County Council has developed a set of proposals to achieve a 'step-change' in the use of public transport in Warwick and Leamington. The proposals are also included in a Major Scheme bid to central government, the 'SPARK' bid. The County Council is committed to pursuing to improvements to the Warwick Bus Interchange, to the provision of a Park & Ride facility to serve Warwick and Leamington, and to a new bus-rail interchange on the north side of Leamington station. More information on the Park & Ride is provided in paragraphs 5.19 – 5.28 of this paper.
- 3.28 Barford Bypass is the District's other Major Scheme listed in the LTP which is now fully committed and under construction. This scheme is expected to address the poor air quality in the village, acknowledged by its status as an Air Quality Management Area (AQMA). The two other AQMAs in Warwick and Leamington town centres will benefit from a package of measures to increase the use of public transport, walking and cycling. More information on the AQMAs is given in paragraphs 3.37 – 3.39 of this paper.
- 3.29 In response to the North/South Corridor Public Transport Options Study, the County Council is also committed to pursuing the provision of a new station to serve Kenilworth on the Leamington Spa to Coventry/Nuneaton rail line. The preferred site is located near to the town centre off Priory Road, very close to the Old Station site (as identified in the Warwick District Revised Deposit Local Plan). It is envisaged that the station would include parking facilities, a Kiss and Ride drop-off point, taxi provision, bus/rail interchange facilities and a network of footpath and cycleways. Delivery of the station is dependent on identifying and securing the required capacity in the rail network.
- 3.30 The County Council intends to make an application for Major Scheme funding for the railway station during the LTP period. Table 3.1 of the Provisional LTP suggests a funding application up to 2007 with implementation between 2007 and 2011. More information on the background to these proposals is given in paragraphs 5.14 – 5.18.
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- 3.31 The LTP's parking policies aim to enhance the vitality and viability of town centres in the County by altering their balance of long and short stay parking provision. Long stay parking provision will be moved to the peripheries creating more short stay spaces closer to the centres. At the same time, abuse of the existing parking regime in the town centres is to be addressed with the introduction of Decriminalised Parking Enforcement (DPE) which is expected to curtail most parking offences and displace demand to other areas and modes of travel⁹. The Park & Ride will complement these approaches, providing an alternative to parking in the town centre.
- 3.32 Cycle route investment will be focused within the urban areas except for the completion of the Sustrans strategic routes between Warwick, Kenilworth and Coventry; Warwick and Stratford-upon-Avon; and Leamington Spa and Rugby. Many sections of the Sustrans National Cycle Network have already been implemented in the District and the County Council is working with Sustrans to complete the routes.

Local Context

- 3.33 The policies in the Local Plan have also been informed by a number of local policies, priorities and initiatives.

The Warwick District Community Plan 'Warwick 2020' (CD/103)

- 3.34 This was produced by the Warwick Partnership in 2005. Its six strategic objectives relate to a community that is safe, prosperous, healthy, cohesive, fair and sustainable. Key priorities and actions to achieve these objectives include:
- Increasing walking opportunities across the district;
 - Improving transport links to health clinics, hospitals and surgeries; and
 - Promoting greener travel and use of public transport.

The Warwick District Council's Corporate Strategy, 2003-2007 (CD/101)

- 3.35 Within the council's Corporate Strategy priorities and targets which have underpinned the transport policies of the Local Plan relate to:
- the promotion of healthier lifestyles; and
 - the promotion of accessibility to, and the vitality of, town centres.

⁹ This is a new regime whereby legal responsibility for on-street parking will transfer from the Police to the Highways Authority in 2007. Warwick District Council will act as agent to the County Council in delivering that service across the District.

- 3.36 Analysis of Quality of Life Indicators across the County shows the District generally performing well against national and County averages. However, transport is an exception to this with modes of travel to school performing poorly in relation to the Warwickshire average, and a poor performance on traffic volumes and congestion.

Air Quality Strategy and Management Areas

- 3.37 The Air Quality Strategy aims to ensure that the air quality objectives set out in the Air Quality Regulations 2000 are complied with.
- 3.38 In a limited number of areas Air Quality Management Areas (AQMAs) have had to be declared due to levels of nitrogen dioxide being predicted at levels which exceed the UK nitrogen dioxide objective. In each case road transport is the foremost contributor to elevated air pollution levels.
- 3.39 Three AQMAs were declared in December 2004 over the following areas:
- Leamington Spa around Bath Street, High Street and Clemens Street;
 - Warwick town centre around High Street, Jury Street, Church Street and Castle Street; and
 - Barford, around Church Street and Bridge Street.

Restructuring of Town Centre Parking

- 3.40 Warwick District is a major partner with the County Council in implementing much of the parking restructuring outlined in the LTP (see para 3.31), designed to increase short stay parking in the town centres and move long stay parking to less central sites¹⁰. This goes hand-in-hand with Decriminalised Parking Enforcement under which the District Council will strictly enforce short stay parking from October 2007 as the agent of the County Council.
- 3.41 To date Warwick has been the focus of most parking changes in the District. 300 long stay managed spaces have been provided at St Mary's Lands (Warwick Racecourse) with spaces at Linen Street switching from long to short stay, and at Westgate from short stay to limited stay (up to two hours) . In addition long stay

¹⁰ Warwick District Council is responsible for off-street parking, whilst the County Council is responsible for on-street parking.

parking for the winter months has been created at St Nicholas Park. In summer, when demand for the park is highest, this is utilised as short stay parking, with long stay being provided at Myton Fields where winter parking is inappropriate on the grass surface.

- 3.42 In Leamington town centre the Council has allocated resources to provide 300 new short stay parking places at Covent Garden. It is intended that these will be available by April 2008. This will enable redevelopment of the Chandos Street car park where the 150 spaces are expected to be doubled, but where there will be a temporary loss during the construction period.

4. The Strategy of the Local Plan

- 4.1 The Core Strategy of the Revised Local Plan has a number of objectives that have helped to shape transport policy.
- 4.2 **Objective 3A** : *'to reduce the need to travel'* reflects national, regional and sub-regional policies to direct new employment, retail and leisure development to locations with a strong walking and cycling catchment and good accessibility by public transport (mostly town centres). **Objective 3B**: *'to promote the use of more sustainable travel options'* encourages the use of public transport and cycling as alternatives to the use of the car. The Plan therefore supports a range of policies to restrict unnecessary car usage through parking, control of development, improvements to footpaths and cycleways and support to transport interchanges including a Park & Ride for Warwick and Leamington and a railway station in Kenilworth.
- 4.3 **Objective 1D** is *'to enhance the vitality of town centres'*. This helps to underpin the policies and proposals for accessibility improvements of the Local Plan, particularly the Warwick and Leamington Park & Ride but also other policies to restrict unnecessary use of the car and maintain accessibility and environmental quality.

5. The Policies of the Local Plan

- 5.1 In the light of the policy context set out above, the policies within the Local Plan address the following key issues:

- A. Promoting sustainable transport improvements;
- B. Accommodating vehicular traffic and parking arising from new development;
- C. Protecting the character of rural roads; and
- D. Specific transport proposals.

A. Promoting Sustainable Transport Improvements

- 5.2 **Policy DP6** aims to ensure that new development does not promote unnecessary car use by making developments safe, convenient and attractive for users of public transport, pedestrians and cyclists. It therefore supports policies in the RTS, LTP, Community Plan and other documents aimed at reducing congestion and promoting sustainable transport.
- 5.3 **Policies SC3, SC4 and SC10** aim to promote the development and protection of facilities for non-car traffic. **Policy SC3** (Supporting Public Transport Interchanges) facilitates the development of transport interchanges and protects existing interchanges from unacceptable adverse impacts arising from other development in the vicinity.
- 5.4 A similar approach is taken towards cycle and pedestrian facilities in **policy SC4**. New facilities for cyclists and pedestrians will generally be permitted provided that benefits outweigh any adverse impacts. Existing pedestrian and cycle routes, including the Quality Cycle and Pedestrian Corridors (which incorporate parts of the National Cycle Network), will be protected from new development that would generate unacceptable adverse impacts on them.
- 5.5 In deciding which routes to show on the proposals map, the District worked with the Warwick District Cycle Forum co-ordinated by the County Council, to identify a network of potential routes. However, following discussion with the County Council it was agreed that these routes should not be shown because, far from being fixed, they were more like 'desire lines' to get from one point to another. It would be unhelpful to show them, and thereby commit the County Council to a particular route, when other opportunities in the vicinity may arise. It could also blight the identified areas. For these reasons, the only routes shown on the proposals map are those which have already been completed and are part of the Sustrans national cycle network.

- 5.6 **Policy SC10** sets out the circumstances in which contributions will be sought from developers towards on- and off-site provision of, or improvements to, footpaths, cycleways and other sustainable transport investments.

B. Accommodating Vehicular Traffic and Parking Arising from New Development

- 5.7 **Policy DP7** (Traffic Generation) only permits development that will generate significant traffic to take place where measures have been taken to reduce the impacts of such traffic, as demonstrated by a Transport Assessment. It establishes the criteria for requiring such assessments and outlines alternative appraisal or information requirements for schemes with less traffic impact. It mirrors the County Council policy as set out in Transport and Roads for Developments: The Warwickshire Guide 2001 (CD/909), where the criteria for requiring Transport Assessments are set for use across the County.
- 5.8 The Council will use **policy SC10** to seek contributions from developers towards sustainable transport improvements where the development will have a material impact on road traffic.
- 5.9 **Policy DP8** covers parking associated with new development. This should be set at a level that will not encourage unnecessary car use and should have regard to public transport availability and other means of access. It should also ensure that any on-street parking that may arise from the development is not detrimental to highway safety and that needs of disabled car users, motorcyclists, cyclists and commercial vehicles are taken into account. It reflects the advice in PPG13 that maximum parking standards, established by the Council, should be applied to most developments.
- 5.10 In response to objections to the Revised Deposit Plan, the Council is now proposing to the Inspector that the reasoned justification to this policy is amended to acknowledge that parking in excess of maximum standards may be appropriate in exceptional circumstances, for example where the parking associated with a new development will also genuinely serve the town centre as a whole, as set out in PPG13 (paragraphs 54 and 56).
- 5.11 In the reasoned justification to **policy DP8**, the Council outlines its commitment to setting out the maximum parking standards in a Supplementary Planning

Document (SPD). Work on the SPD has been brought forward in response to the concerns expressed by local residents, and is now scheduled to commence in October 2006 with adoption in October 2007¹¹. The Council is aware of the statement in PPG13 (para 52) that maximum levels of parking for broad classes of development should be set out in the development plan, but considers that the approach that it proposes to take is a practical response for this authority. This is because the geography of the District has led to some particular car parking issues that need careful evaluation and treatment. These include:-

- its historic and high quality central environments;
- the presence of many large residential properties within built up areas for which there has been, and will be in the future, pressure for intensification of development;
- planning policies which encourage mixed use urban living, including some developments on highly constrained central sites with no spaces for on-site residential parking (such as, for example, the former Woodward's store on Regent Street); and
- already high levels of on-street parking.

5.12 These issues need to be carefully assessed alongside the approach of PPG13 to set a maximum level of parking for broad classes of development and to allow flexibility either side of this only in exceptional circumstances. An SPD is considered to be the most appropriate means of doing this. As it prepares this document, Warwick District Council is keen to involve local people and interest groups in tailoring a set of local standards within the context of PPG13 (and any subsequent government documents) and the standards set out in the Structure Plan. The SPD will also have regard to the Local Transport Plan policies for traffic and congestion management where appropriate.

C. Protecting the Character of Rural Roads

5.13 Chapter 8 of the plan affords protection to the rural areas of the District. **Policy RAP10** (Safeguarding Rural Roads) requires that development in rural areas is not of a scale that will change the character of rural roads. The policy should be

¹¹ Warwick District Local Development Scheme 2006

applied in tandem with **policy DP6** which requires a Transport Assessment where traffic levels are likely to have a significant local impact.

D. Specific Transport Proposals

Kenilworth Station

- 5.14 The safeguarding of land for a new station in Kenilworth, set out by **policy SSP4**, reflects transport policy at all levels to provide convenient public transport and in so doing to reduce dependence on the private car. The proposed site is very close to the town centre where the potential pedestrian and cyclist catchment areas are greatest. It is also at a location on, or close to, many of the existing bus routes enabling a convenient interchange with these services to be developed.
- 5.15 There has been local support from residents for the reopening of a railway station in Kenilworth since the early 1990s though British Rail were sceptical at this time whether such a facility would prove viable. The announcement in the mid 1990s by Central Trains that it was interested in operating a new service between Nottingham and Oxford, stopping at Coventry and Leamington Spa (as well as other stations en route) increased the prospects for the new station significantly.
- 5.16 The central part of the new route (Stratford to Nuneaton) was explored by the County Council in the North/South Public Transport Options Study in 1997. This identified a number of potential sites for a new station, favouring two, at Old Station and Pipers Lane. A major public consultation was then held in March and April 2000 to determine the strength of local support for a station in principle, and the relative support for the two sites. Pipers Lane was favoured though it was felt that the availability of car parking accounted for its popularity. However, as it also involved less work to railway infrastructure and didn't require compulsory purchase, this site appeared a clear front-runner.
- 5.17 In September 2000 Warwick District Council urged that further consideration be given to the two sites. By the end of 2001, following further studies of the two sites and a new potential site at Farmer Ward Road, the County, District and Kenilworth Town Council were united in support of the Old Station site as it had better centrality and highways accessibility than either of the other two sites. Warwick District Council agreed to support the County in taking forward the Old

Station site in January 2002. This site was then safeguarded in the Draft Warwick District Council Local Plan, 1996-2011.

- 5.18 The proposed site is of sufficient size to accommodate anticipated levels of parking, bus interchange, kiss and ride drop off point, taxi provision and footpath and cycle access, as described in the LTP (para 3.29 of this paper). Other sites that would enable a greater land take for station, and therefore more space for parking and bus-rail interchange, were rejected by the County and District Council as less sustainable locations in relation to the catchment population and the town centre.

Park & Ride

- 5.19 **Policy SSP5** promotes an area of search at Greys Mallory for a Park & Ride to serve Warwick and Leamington town centres. This also has firm policy backing, especially at County level where it features in the Structure Plan 1996 – 2011 (**policy T7**) and the Provisional Local Transport Plan 2005, as described in paragraph 3.27 of this paper.
- 5.20 The potential for such a facility was first identified by Warwickshire County Council in the 1998 Transport Policies and Programme (TPP) Submission. A joint County and District feasibility study was then carried out in 2000¹² before it was carried forward into the first LTP 2000.
- 5.21 This first study focused on the consideration of potential sites, especially sites at:
- Thickthorn (A46/A452/B4115);
 - Leek Wootton (A46/A429/B4115);
 - Greys Mallory (A452/A425); and
 - Heathcote/Gallows Hill (A452).
- 5.22 It also briefly considered sites at Stanks' Hill Roundabout (A46/A4177/A425), Longbridge Roundabout, Tachbrook Mallory (Harbury Lane/B4087) and Shires Retail Park but these were all discounted at a preliminary stage due to location and operational difficulties. The study concluded that a Park & Ride to serve both towns would be most cost effective and would work best in operational

¹² Warwick & Leamington Park & Ride Feasibility Study, Oscar Faber, July 2000 (CD/450)

terms if located to the south of the two towns. Sites located here would also avoid the Green Belt.

- 5.23 A further study in 2002¹³ examined five sites to the south of Warwick and Leamington: two at Greys Mallory roundabout (A452 Europa Way/A425 Banbury Road) and three at Heathcote roundabout (A452 Europa Way/Harbury Lane/Gallows Hill). It looked in greater detail at the transport case for the facility and undertook a broad desk-top environmental assessment of the five options. The benefit to cost ratio was favourable even without parking restraint in the town centres and there were no known significant environmental impacts at any of the five sites that could not be overcome through mitigation. It therefore concluded that a Park & Ride would be of sufficient transport benefit to justify a land use allocation.
- 5.24 At this stage it was considered that sites at the two roundabouts would have similar patronage and impact in reducing traffic into the town centres. No transport argument was therefore identified at this stage for allocating one site over another. The County Council then asked Warwick District Council to identify a suitable site through the Local Plan process.
- 5.25 In preparing the First Deposit Version of the Local Plan in 2003, the Council considered the relative merits of the five sites in land use terms. It concluded that a site at Heathcote/Gallows Hill would have less impact in extending urban activity and infrastructure into the open areas to the south of the town. The northernmost of the three sites at Heathcote was selected as the site for the Warwick District Local Plan (First Deposit) for this same reason. In making this allocation, it was recognised that this site was within an Area of Restraint. Whilst the Council would have wished, ideally, to avoid locating this development in such an area, it was recognised that a Park & Ride could be designed to have minimum impact upon the open nature of the land in accordance with **policy DAP2**. There are few building structures required except for single storey bus shelters, ticket machines and lighting, and the site will be landscaped to mitigate these while maintaining safety for its users.

¹³ Warwick and Leamington Spa Park & Ride Study, Faber Maunsell, March 2002 (CD/451)

- 5.26 A third study was commissioned by the County Council in September 2003 to review the relative merits of the five sites in more detail¹⁴. The traffic modelling was refined and found that a site at Greys Mallory would have the following advantages:
- it would provide greater decongestion benefits in the A452 and A425 corridors than could be achieved with a Park & Ride at Heathcote. In particular it would reduce peak hour congestion at Greys Mallory and Heathcote roundabouts. A site at Heathcote, on the other hand, would have no impact at the Greys Mallory roundabout and would actually increase traffic at Heathcote roundabout, as traffic for Warwick using the Park & Ride would be diverted to it from the more direct route via the A425;
 - it would attract about 5% more users than a site at Heathcote, primarily because of its greater attraction for drivers of vehicles accessing Warwick from the South; and
 - it could also play a role as a remote Park & Ride site for school-based trips, intercepting the existing school bus services that currently use the A425 Banbury Road.
- 5.27 The County Council therefore made representation to the District Council at the First Deposit stage of the Local Plan Review, urging that the site be relocated from Heathcote to Greys Mallory. This was accepted by the District Council and an area of search at Greys Mallory was identified in the Revised Deposit Local Plan to enable further studies to be done to determine the optimal location in this area. All sites in this area should be assessed for their transportation and decongestion benefits, visual and noise impacts and implications for the amenity of adjacent uses and properties. The County Council has conditionally withdrawn its objection in the light of this modification.
- 5.28 In parallel with these studies, work has been progressing on the decriminalisation of on-street parking in the town centres. The tighter regime that will be put in place when Warwick District Council takes over parking enforcement in October 2007, combined with the restructuring of town centre parking, are expected have the effect of reducing vehicular trips into the town centres and increasing demand for the Park & Ride. Estimates of use of the Park & Ride are also conservative

¹⁴ Warwick and Leamington Spa Park & Ride – Stage 2 Feasibility Study, Faber Maunsell, January 2004 (CD/452)

because no allowance has been made for servicing the Warwick Technology Park or Tachbrook/Heathcote employment areas which is now an important element of the scheme.

Barford Bypass

- 5.29 The Local Plan's final transport related site specific policy is **policy SSP6** (the Barford Bypass). This is now under construction following a successful Public Inquiry in 2004. It will address the poor air quality in the village by removing through traffic.