



Buckinghamshire County Council
Transport, Economy and Environment

Highways Development Management Guidance:

Managing the transport and travel impact of new developments

July 2018



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Executive summary

This document is intended to help developers create great places and thriving communities as Buckinghamshire grows. It is part of our work to help ensure all types of transport infrastructure and services keep pace with growth.

It is a practical working guide for developers. It sets out what we want to see in planning applications when local planning authorities consult us, as highway authority, about the transport impact of developments.

The Guidance sets out key principles (Section 1), covers transport inside the development (Section 2), transport outside of the development (Section 3) and how any transport measures should be delivered (Section 4). To do this it sets out 30 key guidance points:

Section 1: Creating great developments in Buckinghamshire (key principles)

Guidance 1 – Developments must meet their own transport needs. Development should be located to support sustainable transport choices and minimise negative impacts on existing transport networks.

Guidance 2 - Developments must ensure their residual cumulative impacts¹ are not severe, taking into account current and future network conditions, and any mitigation proposed.

Guidance 3 - Developments should minimise their transport impact, which may be achieved by providing new or improved transport infrastructure, services, and information.

Guidance 4 - Developments should reduce the need for single occupancy car travel by encouraging walking and cycling and public transport use.

Guidance 5 – Developments must provide safe and suitable access for all modes of transport and all members of the community. Developers should protect the safe and convenient use of the highway.

Guidance 6 – Developments should prioritise the use of environmentally, economically and socially sustainable design, materials and construction methods.

Guidance 7 – Developments should be accessible to all members of the community.

Guidance 8 - Developments should contribute to creating attractive areas, with a sense of place. This is an important part of encouraging walking, cycling and public transport use.

Guidance 9 - Buckinghamshire County Council will consider all proposals against the relevant policy and guidance.

¹ The 'residual cumulative impact' is the total impact of development on an area after development is complete and any new mitigation measures have been put into place.

Section 2: Designing for transport in your development

Guidance 10- Developments should prioritise the access needs of all types of pedestrians, people on bikes and public transport users.

Guidance 11 - Developments should be well connected to existing infrastructure, services and facilities – contributing to an open and interconnected network. They should protect or enhance strategic cycling, walking and public transport networks (and infrastructure) to, and where possible, through development sites. Developers should provide on-site facilities for cyclists in accordance with the Countywide Parking Standards.

Guidance 12 – Developers should ensure their proposals safeguard the existing Public Rights of Way network.

Guidance 13 - Designers may use existing alignments and should consider enhancements where possible to improve site accessibility.

Guidance 14 - Developers should consider creating new Public Rights of Way to improve connections to and within their site, or to enhance the existing network.

To help deliver **Guidance 5** and provide safe and suitable access for all modes of transport:

Guidance 15 - New or altered accesses must: meet all operational requirements; be designed and constructed in accordance with the relevant design guidance; and fulfil all standards contained in this document, as applicable.

Guidance 16 - Developments should be accessible to all and permeable by all modes of transport, with priority given to people walking and on bikes.

Guidance 17 - Developers should produce streets which result in appropriate traffic speeds.

Guidance 18 - Developers should make suitable arrangements for access by large vehicles. This includes goods, emergency and waste collection vehicles for delivery, servicing and drop-off. Developers should show the swept path of vehicles on proposed new infrastructure. This should include the largest vehicles expected to access the area.

Guidance 19 - Developments should prioritise Sustainable Drainage Systems wherever practicable. This includes within the new development, around new infrastructure and on alterations to the existing public highway.

Guidance 20 - Developers must demonstrate that they provide appropriate parking, according to Buckinghamshire County Council's guidance set out in the Buckinghamshire Countywide Parking Guidance and local planning policy

Section 3: Managing your Development's transport impacts

Guidance 21: Planning applications including those for new homes, commercial and community uses, that require Travel Plans should develop and implement a proportionate, robust and effective Travel Plan. It should be in accordance with national guidance and Buckinghamshire County Council's 'Sustainable Travel Plans: Guidelines for Developers'.

Guidance 22: Buckinghamshire County Council requires developers to contribute to the cost of its work to assist development and support of sustainable travel promotions and travel plans. The fees charged are set out in our 'Sustainable Travel Plans: Guidelines for Developers' document and secured by Section 106 agreements.

To help deliver **Guidance 2** and ensure developments' residual cumulative impacts are not severe, taking into account any mitigation:

Guidance 23 - All planning applications for major developments (as defined in Table 2) should be accompanied by a Transport Assessment. Where appropriate, smaller developments should be accompanied by a Transport Statement. The impact of new development on the transport network should be assessed against other planning policies and transport standards.

Guidance 24 - All planning applications for major developments must assess the cumulative impact of the new development taking into account committed and planned developments as agreed with the Highway Development Management team. Where appropriate, smaller developments will also be required to complete a similar assessment.

Guidance 25 - Developers should provide appropriate mitigation to:

- achieve safe and suitable access by all transport modes and
- ensure the residual cumulative impact of the development is not severe.

Guidance 26 - Proposed alterations to the highway must be shown to be safe, suitable and to meet operational requirements or appropriately augment existing transport infrastructure (e.g. existing bus stops to have a Real Time Passenger Information facility)

Guidance 27 - Developments should minimise their highway impact during construction and accord with any Construction Management Plan. Major developments or those in the vicinity to sensitive routes should provide a Construction Management Plan, including details of how impacts on the highway will be kept to a minimum.

Section 4: Delivering works on the highway

Guidance 28: Applications must carry out a Stage 1 Road Safety Audit for alterations that might:

- Materially alter the existing highway;
- Affect road user behaviour; or
- Worsen the outcome of a collision.

Where a Stage 1 Road Safety Audit has been undertaken developments will then be expected to complete further Stage 2 – 4 Audits at the appropriate points.

Guidance 29: Developments should minimise and repair any damage to the highway caused during construction in line with the provisions of existing legislation.

Guidance 30: Developments should provide routing details and if required a routing agreement where:

- they generate significant HGV movements; or
- do not access the network from Strategic Routes; or

Goods vehicle traffic needs to avoid identified traffic sensitive areas

Guidance 31 - Developers must fund the maintenance of new assets related to their development in accordance with Buckinghamshire County Council's commuted sums guidance.

The supporting text, around these guidance boxes, provides more information on the guidance, how they were developed and how they should be applied.

This document is just part of the Council's efforts to make development work in Buckinghamshire. Developers are strongly encouraged to discuss their proposals with the Council's Highways Development Management team at the earliest possible stage - to see what other support and advice is available. Website details are provided on the last page of the document.

Introduction

What is this guidance for?

This document is intended to help developers create great places and thriving communities which contribute to our vision for Buckinghamshire.

Buckinghamshire is a rapidly growing county and its economy is one of the strongest in the country. As it grows our challenge is to help it remain a thriving, attractive, place to live and work.

Growth offers opportunities for Buckinghamshire. To make the most of these opportunities it is important that growth happens in the right way. This Highways Development Management Guidance aims to help make that happen, setting out a range of guidance to inform new developments and ensure they meet Buckinghamshire's needs

The Guidance helps realise the objectives set out in Buckinghamshire County Council's Strategic Plan and Local Transport Plan. It provides developers with the information they need to prepare successful proposals in Buckinghamshire. This includes:

- The information the Council requires for different types and size of development proposals
- Principles for designing new developments that meet transport and highway requirements
- How Buckinghamshire County Council considers development proposals' transport impacts
- How cumulative impacts are considered where multiple developments affect an area.

This will make it easier for developers to provide well-connected developments that meet their transportation needs and work for Buckinghamshire both today and in the future.

This document is just part of the Council's efforts to make development work in Buckinghamshire. Developers are strongly encouraged to discuss their proposals with the Highways Development Management team at the earliest possible stage for detailed advice and support.

How does this guidance work?

The guidance is grouped into four sections:

- Section 1. Creating great developments in Buckinghamshire
- Section 2. Designing for transport in your development
- Section 3. Managing your development's transport impact
- Section 4. Delivering works on the highway

Green boxes like this one are used in this document to highlight guidance. These guidance set out what Buckinghamshire County Council expects from developments. The supporting text, around these guidance boxes, provides more information on the guidance, how they were developed and how they should be applied.

The document is a 'live policy' which may be updated and new versions published on our website if changes occur.

How should this guidance be used?

This Guidance is a supporting document to Buckinghamshire County Council's Local Transport Plan. We will use the guidance when consulted on planning applications by Buckinghamshire's local planning authorities.

Local planning authorities determine applications for planning permission in accordance with national planning policies and the local development plans (e.g. a Local Plan or neighbourhood plan). The County Council is responsible for assessing development proposals and providing statutory consultation responses to the local planning authorities.

This Guidance should be used in conjunction with the policies contained in local and neighbourhood plans. Whilst this document does not form part of the development plan, as Highway Authority, Buckinghamshire County Council consider that it is an important material consideration in the assessment of planning applications.

Developers should read this Guidance alongside legislation, local and national guidance, including:

- Local Plans
- Neighbourhood Plans
- National Planning Policy Framework
- Planning and Compulsory Purchase Act 2004
- National Planning Practice Guidelines – Transport Assessments and Travel Plans
- Buckinghamshire's Local Transport Plan
- Buckinghamshire's Countywide Parking Guidance
- Buckinghamshire's Sustainable Travel Plan Guidelines for Developers
- Relevant local transport strategies (such as the developing strategies for key growth areas).

- The Buckinghamshire Traffic Signals Design Standards
- Highways Act 1980
- Traffic Management Act 2004
- New Roads and Streetworks Act 1993
- Manual for Streets 1&2
- Standards for Highways guidance, including:
 - Design Manual for Roads and Bridges (DMRB)
 - Manual of Contract Documents for Highway Works (MCHW)
- The Sustrans Handbook for Cycle Friendly Design (2014)
- London Cycling Design Standards (2016), where appropriate within Bucks
- Department for Transport advice note Adoption of Roads by Highway Authorities
- Department for Transport Guidance on the use of tactile paving surfaces
- Department for Transport 's Traffic Signs Manual
- Department for Transport 's Inclusive Mobility guide
- Chartered Institution of Highways & Transportation's Designing for Walking and Planning for Walking guidance
- Chartered Institution of Highways and Transportation's Buses in Urban Developments
- The Construction Industry Research and Information Association's (CIRIA's) The SUDS Manual (C753)

This Guidance will also apply to any replacements, additions or alterations to the documents above.

The Buckinghamshire County Council Route Hierarchy referred to in the Development Management Guidance is shown in Table 1 below. The Route Hierarchy is used to distinguish between different types of road and should be used to help shape developments.

Table 1 below shows the five categories of route developed as part of Buckinghamshire County Council's Highway Asset Management Strategy.

These categories should be viewed alongside the Council's regularly updated list of streets, which identifies individual roads. This can be accessed from <https://www.buckscc.gov.uk/services/transport-and-roads/road-maintenance-and-repairs/list-of-streets-we-manage/>.

| BCC Hierarchy Category | Hierarchy Name | General Description |
|------------------------|-----------------------|--|
| 2 | Strategic Route | Most heavily trafficked A roads |
| 3a | Main Distributor | The remaining heavily trafficked A roads |
| 3b | Secondary Distributor | Lightly trafficked A Roads, all B Roads, heavily trafficked C Roads and all traffic-sensitive Streets. |

| | | |
|-----------|------------------------------------|---|
| 4a | Local Inter-connecting (Link) Road | Remaining C Roads and non traffic-sensitive bus routes. |
| 4b | Local Access Road | Roads providing local access |

Table 1 Buckinghamshire County Council Route Hierarchy (extract)

Section 1: Creating Great Developments in Buckinghamshire

Our Local Transport Plan sets out how transport can help make Buckinghamshire a great place to live and work. New developments have a big part to play in this. They will provide new jobs, homes and communities – and will have a huge influence on travel in Buckinghamshire.

Our Development Management Guidance is aligned with the four objectives of our Local Transport Plan to create a Buckinghamshire which is connected, growing, healthy, safe, sustainable and empowered.

Developers are encouraged to use high quality design to make great Buckinghamshire developments which are: well connected; meet their own transport needs for all; are integrated into the existing network; and create a great place.

The following guidance sets out a high level vision for new developments in Buckinghamshire. Guidance in subsequent sections provides more detail on how this can be done.

Connected Buckinghamshire

Guidance 1 – Developments must meet their own transport needs. Development should be located to support sustainable transport choices and minimise negative impacts on existing transport networks.

Guidance 2 - Developments must ensure their residual cumulative impacts² are not severe, taking into account current and future network conditions, and any mitigation proposed.

Growing Buckinghamshire

Guidance 3 - Developments should minimise their transport impact, which may be achieved by providing new or improved transport infrastructure, services, and information.

Healthy, Safe and sustainable Buckinghamshire

Guidance 4 - Developments should reduce the need for single occupancy car travel by encouraging walking and cycling and public transport use.

Guidance 5 – Developments must provide safe and suitable access for all modes of transport and all members of the community. Developers should protect the safe and convenient use of the highway.

Guidance 6 – Developments should prioritise the use of environmentally, economically and socially sustainable design, materials and construction methods.

² The 'residual cumulative impact' is the total impact of development on an area after development is complete and any new mitigation measures have been put into place.

Empowered Buckinghamshire

Guidance 7 – Developments should be accessible to all members of the community.

Guidance 8 - Developments should contribute to creating attractive areas, with a sense of place. This is an important part of encouraging walking, cycling and public transport use.

Guidance 9 - Buckinghamshire County Council will consider all proposals against the relevant policy and guidance.



Green space encourages a sense of place and an active community



Bends in roads encourage lower speeds

Section 2: Designing for transport in your development

Section 2: Designing for Transport in your Development

Walking, cycling, public transport and other sustainable modes of transport have a range of benefits for people, the economy and the environment. They can provide a convenient and healthy alternative to using a car and reduce traffic congestion.

Measures to encourage more sustainable travel can have big benefits and be very cost effective. This is shown in the Department for Transport's review of the value for money of transport investments 'Soft Measures – Hard Facts'³. Increasing their use has big benefits for Buckinghamshire.

From the very beginning (and certainly from the first design stages), developers should consider the best ways to encourage people to walk, cycle and use public transport.

Providing for pedestrians, people on bikes and public transport

Travelling by foot and by bike should be encouraged by providing direct and high quality facilities. Bus stops must be provided within walking distance of new homes and businesses The CIHT⁴ guidance demonstrates how this should link to street design but also contains the following recommendations.

| Situation | Maximum walking distance |
|---|--------------------------|
| Core bus corridors with two or more high-frequency services | 500 metres |
| Single high-frequency routes (every 12 minutes or better) | 400 metres |
| Less frequent routes | 300 metres |
| Town/city centres | 250 metres |

Developers may design a sustainable site by:

- i) Minimising travel distance between dwellings, businesses and key destinations;
- ii) Making walking and cycling the most convenient, desirable and attractive way to travel;
- iii) Utilising or providing a high quality public transport services. Where appropriate, bus services should be accommodated within the site, to ensure that new dwellings are within walking distance

³ 'Soft measures – hard facts' The value for money of transport measures which change travel behaviour A Review of the Evidence

http://www.sthc.co.uk/documents/doh_soft_measures_hard_facts.pdf

⁴ <http://www.ciht.org.uk/download.cfm/docid/1D79344D-A8E9-429B-A0C6710299356BCD>

- iv) Making provision for the operation and charging of electric vehicles and for car clubs where appropriate. Paragraph 35 of the National Planning Policy Framework (and paragraph 110 of the 2018 draft revision) states that developments should “incorporate facilities for charging plug-in and other ultra-low emission vehicles, where practical”; and
- v) Travel planning

Guidance 10- Developments should prioritise the access needs of all types of pedestrians, people on bikes and public transport users.

Guidance 11 - Developments should be well connected to existing infrastructure, services and facilities – contributing to an open and interconnected network. They should protect or enhance strategic cycling, walking and public transport networks (and infrastructure) to, and where possible, through development sites. Developers should provide on-site facilities for cyclists in accordance with the Countywide Parking Standards.⁵



Use of filtered permeability through the site to make walking and cycling more attractive

⁵ <https://www.bucksgov.uk/media/1166/parking-guidance-september-2015.pdf>



Provision of green routes for sustainable transport modes through the heart of the site

Rights of Way

Public Rights of Way are important in encouraging sustainable travel. They form an integral part of the walking and cycling network - in both urban and rural areas. They provide a key link between other walking and cycling routes, such as footways, cycleway and permissive routes. Developers must ensure Buckinghamshire's existing Rights of Way are preserved and, where appropriate, enhanced.

Any new, improved or altered Rights of Way must be constructed to an appropriate and agreed specification. This should take into account the nature and location of the site, and future maintenance needs.

The Buckinghamshire Rights of Way Improvement Plan⁶ sets out aspirations and priorities for the public rights of way network. Developments should support the Rights of Way Improvement Plan (and other related guidance developed by the Council) where appropriate, to ensure Rights of Way are properly developed.

Developers should engage in early discussions with the Council's Rights of Way team⁷, which can provide information and guidance; as well as advice about the statutory process. Developers should consider Rights of Way from the earliest stages to ensure they form a positive part of the development. This will help to make this process easier for developers and produce better developments.

⁶ <https://www.buckscc.gov.uk/services/environment/public-rights-of-way/future-of-rights-of-way/rights-of-way-improvement-plan/>

⁷ <http://buckscc.gov.uk/environment/rights-of-way/>

Guidance 12 – Developers should ensure their proposals safeguard the existing public Rights of Way network.

Guidance 13 - Designers may use existing alignments and should consider enhancements where possible to improve site accessibility.

Guidance 14 - Developers should consider creating new Public Rights of Way to improve connections to and within their site, or to enhance the existing network.



A multi-user Right of Way serving a development



Retaining and enhancing Rights of Way adjacent to site

Access

Access to a development must be safe and suitable for all users. This is a primary concern for any new accesses onto the highway, which are often required to enable a development. The location and type of a new access can be a key part of the design process, and can result in significant changes to the existing road network.

Developers should consider how their proposals will;

- i. minimise the impact of vehicle accesses onto the public highway, particularly on Strategic Route and Main Distributor road types;
- ii. maximise access for walking, cycling and public transport;
- iii. ensure safe and suitable access to the site can be achieved for all people, including people with reduced mobility;
- iv. provide appropriate emergency vehicle access;
- v. minimise impact on principal routes, in most cases this will mean developments should provide vehicular access to the lowest category road available;
- vi. provide extra vehicular accesses only where necessary; and
- vii. coordinate and rationalise access arrangements with nearby committed and planned developments.

Developers should ensure that any new highway junctions:

- i. meet any operational requirements;
- ii. take the most appropriate form (considering the level of demand and location);
- iii. prioritise pedestrians and people on bikes (considering the level of demand from pedestrians, people on bikes and vehicular traffic);
- iv. are consistent with the strategy on that link, where appropriate;
- v. avoid conflicting movements, taking into considerations other junctions and access points; and
- vi. provide appropriate visibility based on relevant guidance.

Developers are encouraged to begin discussions about access arrangements with the Council’s Highways Development Management team as soon as practicable. The team will be able to provide information on specifications for the type of access you will need.

To help deliver **Guidance 5** and provide safe and suitable access for all modes of transport:

Guidance 15 - New or altered accesses must: meet all operational requirements; be designed and constructed in accordance with the relevant design guidance; and fulfil all standards contained in this document, as applicable.

Design of new developments

Road Design and Layout

The design of a development, from parking provision to road layout, plays an important role in making a great place. Good design will ensure it is safe for all users and reduce the impact on the surrounding road network. Designers should create a high quality built environment that enhances the public realm.

The National Planning Policy Framework (NPPF) states (in Paragraph 35 – and in 110 of the 2018 draft) that:

“...developments should be located and designed where practical to... create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones...”

Since 1st April 2012, Buckinghamshire County Council has applied Manual for Streets 1⁸ and Manual for Streets 2⁹ on an individual scheme basis. Developers should contact the Council’s Highways Development Management Team in the early

⁸

<https://www.gov.uk>

⁹ <https://www.gov.uk/government/publications/manual-for-streets-2>

stages, to ensure that the appropriate design guidance is used for developments to function appropriately in their local context.

Where streets are intended to bring wider community benefits through place making, then the Manual for Streets approach is deemed to be applicable, provided the design fits the local context. Where the predominant function of the road is the movement of vehicles it may be more appropriate to apply Design Manual for Roads and Bridges (DMRB)¹⁰ guidance in order to maximise junction and route capacity. The design will however need to recognise the 'Manual for Streets' approach.

Permeability, being able to move easily through the site, is an important feature of good design. Developers should ensure that sites are fully accessible to all modes of transport. This may include the use of filtered permeability (allowing sustainable transport modes to travel directly between destinations, while motorised traffic follows a longer route around buildings and green spaces) or providing bus priority.

Designers should avoid the use of cul-de-sacs as they reduce permeability. In a case where cul-de sacs are unavoidable, developers should incorporate suitable turning areas for goods vehicles.

Parking is an important part of a development and needs to form a part of the design process from its earliest stages. Developers are encouraged to design the roads and surrounding development to create an effective self-controlling environment that prevents inappropriate parking and reduces the need for Traffic Regulation Orders.

Creating roads which naturally reduce traffic speed plays a crucial role in road safety. Traffic calming should form part of the overall design - it should not be achieved through isolated measures like 'speed humps'. Designers should employ good design principles to ensure appropriate traffic speeds. Streets where 'place' functions dominate over 'movement' functions should be designed for a 20 mph speed limit. Designers should consider using traffic calming features such as:

- giving priority to pedestrians and people on bikes
- regular changes in direction
- variable carriageway widths
- well-designed squares
- materials that create a sense of 'place'

Unnecessary road markings, signage and other 'street clutter' should be minimised on streets where 'place' functions dominate over 'movement' functions. This helps to create better places, a better pedestrian environment and encourages safer driving.

Designing for Heavy Goods Vehicles and other large vehicles

Developments should be designed to cater for the additional needs of the vehicles that may use them. This includes providing adequate space for goods, emergency and waste collection vehicles to manoeuvre easily. Appropriate road construction depths and materials should also be used.

¹⁰ <https://www.gov.uk/guidance/standards-for-highways-online-resources>

The Highways Development Management team should be contacted for advice on vehicle sizes that should be used for swept path analysis to inform the design and layout.

Sustainable Urban Drainage System (SUDs)

Paragraph 163 of the 2018 draft NPPF states that

Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should:

- a) take account of advice from the lead local flood authority;
- b) have appropriate proposed minimum operational standards;
- c) have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and
- d) where possible, provide multifunctional benefits

Developers should refer to Buckinghamshire County Council's SUD Guidance. The Strategic Flood Team should be contacted for advice on the designing of SUDs within the development at an early stage.

Guidance 16 - Developments should be accessible to all and permeable by all modes of transport, with priority given to people walking and on bikes.

Guidance 17 - Developers should produce streets which result in appropriate traffic speeds.

Guidance 18 - Developers should make suitable arrangements for access by large vehicles. This includes goods, emergency and waste collection vehicles for delivery, servicing and drop-off. Developers should show the swept path of vehicles on proposed new infrastructure. This should include the largest vehicles expected to access the area.

Guidance 19 - Developments should prioritise Sustainable Drainage Systems wherever practicable. This includes within the new development, around new infrastructure and on alterations to the existing public highway.



Provision of community centres, schools, doctors, shops and other facilities can provide employment and reduce external trips



Use of an attenuation basin in Sustainable Drainage System (SUDS)

Parking provision

Parking has a huge influence on Buckinghamshire's people and places. Too little parking could hold back our economy, or cause people to park inappropriately. Too many parking spaces take up space that could be used more productively and makes places difficult to get around. Good provision for cyclists and motorcyclists is vital to encourage travel by these modes. Suitable and sufficient disabled parking for blue badge users is important to support mobility and independence. It is also important that people don't park in the wrong places as inappropriate parking can cause congestion, compromise safety and threaten the beautiful places that make Buckinghamshire special. Staying in parking spaces for longer than is permitted stops other people from accessing services and visiting Buckinghamshire's businesses.

Making sure new developments provide appropriate parking will be vital to ensure Buckinghamshire grows, and stays a special place to live and work. Clear and appropriate guidance is required to help make sure developments provide the right level of parking. The Council has adopted the 'Buckinghamshire Countywide Parking Guidance'¹¹.

Evidence shows that the size of vehicles has increased over time. As a result, the size of parking spaces has been reviewed, and the size increased for both residential and non-residential parking, to better reflect the current size of vehicles. The Buckinghamshire County Council Parking guidance sets out minimum bay sizes for cars in car parks and in parallel parking. Any local planning authority guidance should also be consulted, for example on the extent of garaging requirements.

Some district councils have also adopted their own parking guidance to address challenges faced in their areas. This should be considered by developers where appropriate.

Developments, redevelopments and conversions must demonstrate that they include parking provision according to the Buckinghamshire Countywide Parking Guidance. This includes providing the appropriate type and amount of parking in suitable locations for bicycles, motorcycles and cars (including provision for blue badge holders).

The Guidance provides flexibility for developers to provide the right amount of parking in situations where there is evidence that applying specific standards would not be appropriate. This flexibility acknowledges that different areas have different needs.

If a developer believes that the stated standard is not appropriate for a new development, the developer must produce sufficient evidence (for example, through their transport assessment and/or travel plan) that a different level of parking would be more appropriate. It will remain the responsibility of the Highway Authority (the County Council) and relevant Local Planning Authority to decide whether the evidence is appropriate.

¹¹ <https://www.buckscc.gov.uk/media/1166/parking-guidance-september-2015.pdf>

Equally, where the highway and/or planning authority believe the evidence suggests the standards would not be appropriate, they have the flexibility to request what parking is appropriate. For example, in town centres parking could be considered as a shared resource. By encouraging shared use parking between neighbouring developments or using public car parks, a different amount of parking may be appropriate in some places.

Many people with reduced mobility are dependent on cars for getting around. Therefore, blue badge parking should be a priority in developments. Buckinghamshire's Countywide Parking Guidance explains how this should be provided. This includes the number, form and location of spaces.

New developments need to be ready for a growth in electric vehicles. The Buckinghamshire Countywide Parking Guidance and NPPF sets out how new developments should consider the needs and opportunities for incorporating vehicle charging points. Transport Assessments should include consideration of the demand that the development would generate and locate publically accessible charging points in the surrounding area.

Guidance 20 - Developers must demonstrate that they provide appropriate parking, according to Buckinghamshire County Council's Buckinghamshire Countywide Parking Guidance, local plans and neighbourhood plans.

Section 3: Managing your Development's transport impacts

Section 3: Managing your Development's transport impacts

Developers are expected to manage the impact of their development. This is achieved by:

- designing the site and its connections to the neighbourhood so as to encourage walking, cycling and public transport;
- actively encouraging and facilitating appropriate mode choice by all users
- assessing and mitigating the transport impacts to ensure the overall residual transport impact is not severe.

We recommend developers enter into early discussion with the Council's Highways Development Management team to agree the scope of any assessments required, and get support and guidance. We would encourage entering into a Planning Performance Agreement (PPA) for larger or complex development proposals. For further information please refer to the Highways Development Management webpages.

The main appropriate management tools are:

Transport Assessments and Statements

Transport Assessments and Statements are ways of assessing the potential transport impacts of developments (and they may propose mitigation measures to promote sustainable development. Where that mitigation relates to matters that can be addressed by management measures, the mitigation may inform the preparation of Travel Plans).

Transport Assessments are thorough assessments of the transport implications of development, and Transport Statements are a 'lighter-touch' evaluation to be used where this would be more proportionate to the potential impact of the development (ie in the case of developments with anticipated limited transport impacts).

Travel Plans

Travel Plans are long-term management strategies for integrating proposals for sustainable travel into the planning process. They are based on evidence of the anticipated transport impacts of development and set measures to promote and encourage sustainable travel (such as promoting walking and cycling). They should not, however, be used as an excuse for unfairly penalising drivers and cutting provision for cars in a way that is unsustainable and could have negative impacts on the surrounding streets.

Travel Plans should where possible, be considered in parallel to development proposals and readily integrated into the design and occupation of the new site rather than retrofitted after occupation.

Where there may be more effective or sustainable outcomes, and in order to mitigate the impact of the proposed development, consideration may be given to travel planning over a wider area.

Assessment thresholds

The level of detail required in a Travel Plan and Transport Assessment is linked to the size of the development. As a guide, the table below shows thresholds (developed by the Department for Transport¹²) for:

- Transport Statements; or
- Transport Assessments and Travel Plans

| Land Use | <u>Smaller Developments</u> | <u>Major Developments</u> |
|--|---|--|
| | Require a Transport Statement | Require a Transport Assessment and Travel Plan |
| A1 Food Retail | 250-800 sq.m2 | >800 sq. m |
| A1 Non-food Retail | 800-1500 m2 | >1500 sq. m |
| A2 Financial and professional services | 1000-2500 m2 | >2500 sq. m |
| A3 Restaurants and Cafes | 300-2500 sq. m | >1500 sq. m |
| A4 Drinking establishments | 300-600 sq. m | >600 sq. m |
| A5 Hot food takeaway | 250-500 sq. m | >500 sq. m |
| B1 Business | 1500-2500 sq. m | >2500 sq. m |
| B2 General industrial | 2500-4000 sq. m | >4000 sq. m |
| B8 Storage of distribution | 3000-5000 sq. m | >5000 sq. m |
| C1 Hotels | 75-100 bedrooms | >100 bedrooms |
| C2 Residential institutions – hospitals, nursing homes | 30-50 beds | >50 beds |
| C2 Residential institutions – residential education | 50-150 students | >150 students |
| C2 Residential institutions – hostels | 250-400 residents | >400 residents |
| C3 Dwelling houses | 50-80 units | >80 units |
| D1 Non-residential institutions | 500-1000 sq. m | >1000 sq. m |
| D2 Assembly and leisure | 500-1500 sq. m | >1500 sq. m |
| Others | Discuss with Buckinghamshire County Council | |

Table 2 Guideline statement/assessment thresholds

¹²

<http://webarchive.nationalarchives.gov.uk/+/http://www.dft.gov.uk/adobepdf/165237/202657/guidanceontappendixb>

Travel Planning

Developers must consider how people travel to, from and within the development as early as possible in the planning process.

All planning applications for major developments should be accompanied by a Travel Plan. Smaller developments (as defined in Table 2) should contain travel plan measures in their Transport Statement. There are some circumstances where smaller developments will be required to provide a full Travel Plan.

The Travel Plan or Transport Statement should explain how people will be encouraged to travel sustainably and embed sustainable travel behaviour from an early stage. The Travel Plan must set out clear measures, targets and monitoring mechanisms.

Developers should refer to Buckinghamshire County Council's 'Sustainable Travel Plans: Guidelines for Developers'.

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Guidance 21: Planning applications including those for new homes, commercial and community uses, that require Travel Plans should develop and implement a proportionate, robust and effective Travel Plan. It should be in accordance with national guidance and Buckinghamshire County Council’s ‘Sustainable Travel Plans: Guidelines for Developers’.

Guidance 22: Buckinghamshire County Council requires developers to contribute to the cost of its work to assist development and support of sustainable travel promotions and travel plans. The fees charged are set out in our ‘Sustainable Travel Plans: Guidelines for Developers’ document and secured by Section 106 agreements.



Improvements and connections to existing infrastructure can encourage modal shift

Transport Assessments

All planning applications for major developments should be accompanied by a Transport Assessment and smaller developments (as defined in Table 2) should be accompanied by a Transport Statement. There are some circumstances where the Highways Development Management team will require smaller developments to provide a full Transport Assessments.

Major planning applications should assess the highway and transportation impacts of the development, including associated infrastructure, for a suitable future year. This should include a cumulative assessment in line with the National Planning Policy Framework and Guidance taking into account other planning applications that may be under consideration at the time.

The scope of the Transport Assessment or Transport Statement will vary between sites. Developers should agree the scope of the assessment with the Highways Development Management Team before submission to the Local Planning Authority.

Generally, Transport Statements and Assessments should provide:

- A site layout
- A description of the proposed development
- Details of the proposed transport access for all modes of transport
- Information about neighbouring areas
- Existing and proposed public transport provision
- Current traffic flows on links and at junctions
- An assessment of travel changes due to the development
- An assessment of travel changes from all directly relevant committed development
- An analysis of road collision history
- Measures to improve the accessibility of a development site
- A description of parking facilities in the area
- The parking strategy of the development
- Proposals to reduce the need to travel
- Measures to mitigate the residual impacts of development
- Swept path analysis

The Transport Assessment will be used by the Highway Authority to determine the extent to which residual impact on the network might be “severe” as defined by NPPF and subsequent revisions and to understand the impacts of the development.

Transport Modelling

Buckinghamshire County Council maintains a range of strategic transport models. These models already include a range of committed developments. Where these are suitable, developers are encouraged to use them to assess the impact of their proposals on the highway network. This avoids developers having to produce such models themselves (which is often slow and expensive) and makes it easier for the Council to review that assessment. In some instances the absence of strategic modelling could result in delays in determination of the planning application; as such as early engagement with the Highways Development Management team is recommended.

To help deliver **Guidance 2** and ensure developments' residual cumulative impacts are not severe, taking into account any mitigation:

Guidance 23 - All planning applications for major developments (as defined in Table 2) should be accompanied by a Transport Assessment. Where appropriate, smaller developments should be accompanied by a Transport Statement. The impact of new development on the transport network should be assessed against other planning policies and transport standards.

Guidance 24 - All planning applications for major developments must assess the cumulative impact of the new development taking into account committed and planned developments as agreed with the Highway Development Management team. Where appropriate, smaller developments will also be required to complete a similar assessment.

Mitigation

Developers must ensure they do not cause road safety or severe network operational issues. Proposals to address these issues should be provided and agreed with the Highways Development Management team. Sometimes, more than one development has an impact at the same location. In these cases, developers may be required to work together to mitigate their cumulative impact.

Development proposals are likely to be acceptable, in terms of highway capacity, if:

- they can be accommodated within the existing capacity of a section of highway (link or junction); or
- they do not increase demand for the use of a section that is already operating over-capacity, taking into account of any traffic management and/or capacity enhancement measures that may be agreed.

Even where proposals do not result in capacity issues, the continued safe and appropriate operation of the network will remain a significant consideration.

Capacity enhancements and infrastructure may be required to deliver strategic growth which is identified at Local Plan stage. Strategic infrastructure needs should be considered alongside development aspirations

When a development will be brought forward in phases, any mitigation measures will be identified based on the opening of the final phase. However, it will be necessary to implement mitigation in a phased approach (according to their impacts).

Appropriate mitigation should contribute towards (and in no way act to frustrate) the relevant local transport strategies, in accordance with national and local planning policies. Mitigation can be provided in many forms and may be a combination of measures. These could include carriageway improvement works, junction improvement works, funding for public transport routes, equipment or facilities,

pedestrian and cycle improvements, subsidies for public transport, and/or support for travel plans.

Planning Conditions and Obligations

Local Planning Authorities (LPAs) will be responsible for considering whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. The Highway Authority can make recommendations to the LPA regarding conditions and obligations related to transport.

Planning Obligations are a legal agreement entered into under Section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal. These will normally only be used where it is not possible to address unacceptable impacts through a planning condition.

Planning Conditions refers to conditions imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order. These will be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects. Conditions will not normally be imposed that are required to be discharged before development commences, unless there is a clear justification.

Agreeing conditions early is beneficial to all parties involved in the process and can speed up decision making.

Traffic Control Technology

Any new signal controlled junctions should include the appropriate technology, such as:

- i) Intelligent Transport Systems (ITS) equipment suitable to the location and local network. These may include Automatic Number Plate Recognition (ANPR), Variable Message Signing (VMS) and Bluetooth detectors.
- ii) CCTV linked to the County Council's control room.
- iii) MOVA /SCOOT traffic signal control systems.
- iv) Cycle pre signals should be considered.
- v) Communications links to the county's control room must be included.
- vi) Automatic traffic counters on primary routes.
- vii) Connections to other appropriate data collection systems, such as real time passenger information.

A commuted sum will normally be required to meet the ongoing costs of this new infrastructure.

Guidance 25 - Developers should provide appropriate mitigation to:

- achieve safe and suitable access by all transport modes and

- ensure the residual cumulative impact of the development is not severe.

Guidance 26 - Proposed alterations to the highway must be shown to be safe, suitable and to meet operational requirements or appropriately augment existing transport infrastructure (e.g. existing bus stops to have a Real Time Passenger Information facility)

Construction Management Plans

Buckinghamshire County Council has a duty to protect all road users and the road network. During construction activities, developers are required to demonstrate they are not likely to cause an adverse effect on either.

Major developments (as defined in Table 2) must provide a Construction Management Plan. Smaller developments may also require a plan and this will be agreed on a case by case basis between the developer and the Highways Development Management team.

Buckinghamshire County Council must agree this plan before work can begin and it should include details on:

- Temporary construction access
- Management of the site access
- Haul roads
- Hoarding
- Signage
- Routing agreements and appropriate signage and enforcement proposals
- Delivery times appropriate to the location and the network peak hours, where possible minimising peak hour traffic
- Road condition surveys
- Managing the safety of people
- Wheel cleaning facilities
- Types of vehicles to be used
- Traffic Regulation Orders
- Appropriate working practices and facilities. This could include hours of operation, loading and unloading practices, and facilities for drivers
- Parking and turning facilities for all construction vehicles within the development site
- Site traffic marshals (banksmen) and crane oversail licences where appropriate
- Phasing of the development and construction

Buckinghamshire County Council's Freight Strategy (and any replacement strategy) provides more information on how developers can manage any freight movements generated.

Guidance 27 - Developments should minimise their highway impact during construction and accord with any Construction Management Plan. Major developments or those in the vicinity to sensitive routes should provide a Construction Management Plan, including details of how impacts on the highway will be kept to a minimum.



Dedicated bus infrastructure and information



Provision of regular local bus services to encourage sustainable travel

Section 4: Delivering works on the highway

Section 4: Delivering works on the highway

When considering highway works associated with new development or road adoptions developers should contact the Highways Development Management team at an early stage.

Road Safety Audits

Requirements for Road Safety Audits should be established with the Council's Highways Development Management team at an early stage.

As part of the detailed design submission, an independent road safety team should carry out a Stage 1 and 2 Road Safety Audit, (preliminary and detailed design) to the relevant standard which is currently the Design Manual for Roads and Bridges (HD 19/15). Following completion of the works, an independent road safety team should carry out a Stage 3 and 4 Road Safety Audit. Developers should provide a designers response to address all concerns raised in the Audit to the satisfaction of Buckinghamshire County Council and the independent auditor in accordance with the relevant Highway Agreement.

Buckinghamshire County Council prefers developers to use its Transport for Bucks Road Safety Audit Team for these audits. They can be contacted at roadsafety@buckscc.gov.uk.

Guidance 28: Applications must carry out a Stage 1 Road Safety Audit for alterations that might:

- Materially alter the existing highway;
- Affect road user behaviour;
- Worsen the outcome of a collision; or
- Proposed new roads to be adopted by the Highway Authority

Where a Stage 1 Road Safety Audit has been undertaken developments will then be expected to complete further Stage 2 – 4 Audits at the appropriate points.

Agreements to deliver highways works

Where mitigation works are required on the highways network developers are required to enter into a Section 278 legal agreement, which allows them to carry out these works in accordance with Buckinghamshire County Council's requirements.

Plans approved at planning application stage are subject to detailed design and formal approval processes.

For construction of a new access or amendments to an existing access relating to a new development, a Section 184 Licence may be more appropriate. Any access serving less than 3 residential properties will be covered by a private licence. Further guidance and how to apply is available on Highways Development Management webpages.¹³

Agreements for road adoptions

Where a developer seeks to offer new roads and footways for adoption by the Highway Authority a Section 38 legal agreement is required. We will not normally process an application for a Section 38 Agreement before Full or Reserved Matters planning approval has been issued. Further guidance and how to apply is available on Highways Development Management webpages.

Construction impacts on the highway

The developer should minimise and repair any damage caused to the existing highway during construction in accordance with Section 59 of the Highways Act (1980). Developers may have to undertake a condition survey before and after construction.

The use of Heavy Goods Vehicles (HGVs) is generally a feature of the construction of new developments. Developers must ensure the impact of HGVs is minimised to avoid unacceptable highway safety, environmental and capacity impacts. A Construction Management Plan, as described in Guidance 27, may be required to help do this.

Guidance 29: Developments should minimise and repair any damage to the highway caused during construction in line with the provisions of existing legislation.

Guidance 30: Developments should provide routeing details and if required a routeing agreement where:

- they generate significant HGV movements; or
- do not access the network from Strategic Routes; or

Goods vehicle traffic needs to avoid identified traffic sensitive areas

¹³ <https://www.bucksc.gov.uk/services/transport-and-roads/highways-development-management/>

Commuted Sums

Highway works may be required to provide new or improved accesses or off-site improvements.

Developers should fund the maintenance of new assets that are to be adopted by Buckinghamshire County Council in accordance with Buckinghamshire County Council's commuted sums guidance.

Guidance 31 - Developers must fund the maintenance of new assets related to their development in accordance with Buckinghamshire County Council's commuted sums guidance.

Contact details

If you have questions about the Development Management Guidance or would like more information you can view our webpage at the following address:

<https://www.buckscc.gov.uk/services/transport-and-roads/highways-development-management>

Telephone: 01296 395000

Post: Highways Development Management
Buckinghamshire County Council,
6th Floor,
County Hall,
Walton Street,
Aylesbury,
HP20 1UY