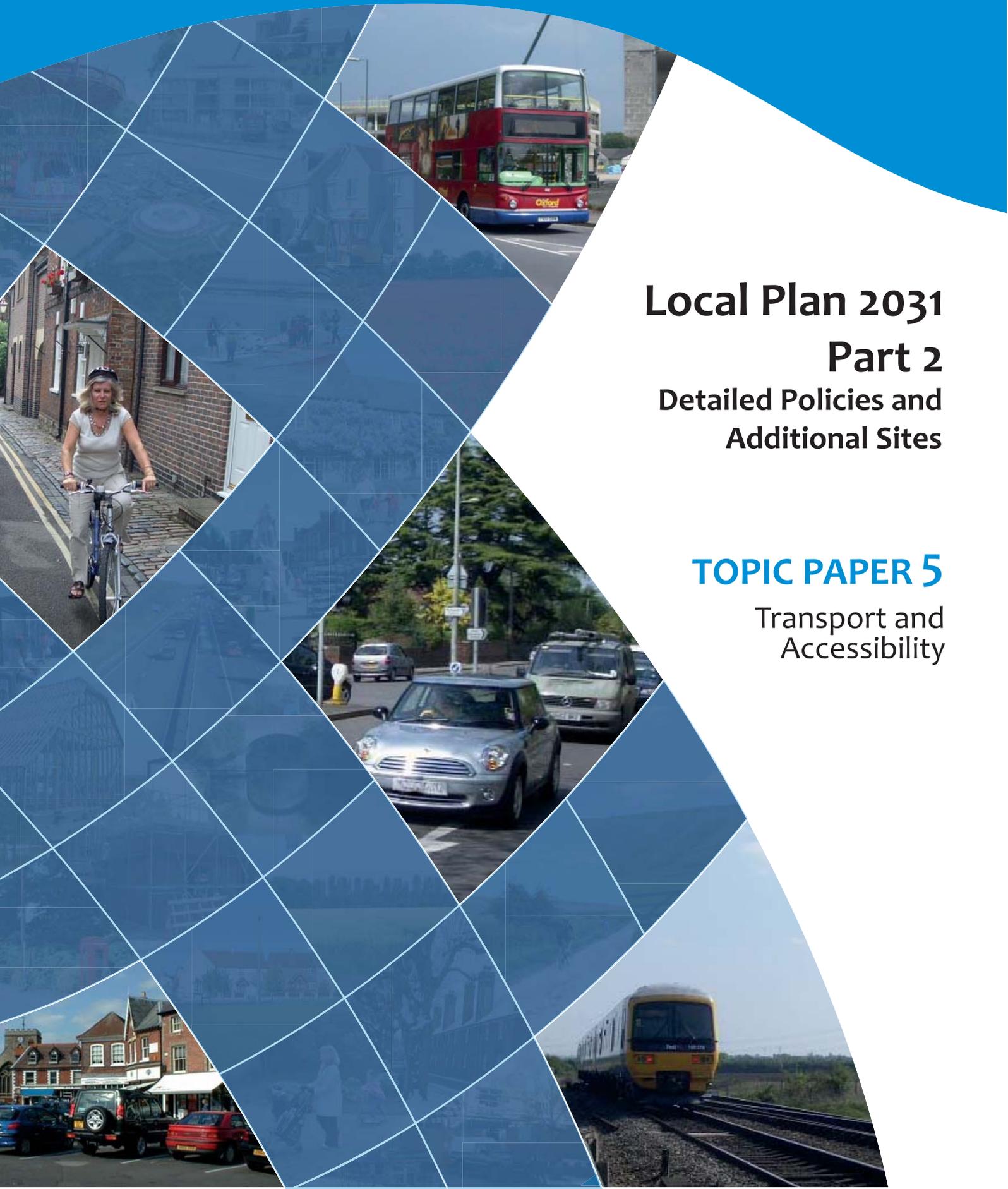




**Vale  
of White Horse**  
District Council

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# Local Plan 2031 Part 2 Detailed Policies and Additional Sites

## TOPIC PAPER 5

Transport and  
Accessibility

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## 1.0 Introduction

- 1.1 This topic paper sets out the process and evidence considered by the Council to inform the policies in Local Plan Part 2, in relation to ‘Supporting Sustainable Transport and Accessibility’.
- 1.2 The Local Plan 2031 Part 2 will sit alongside the Local Plan 2031 Part 1 which was adopted in December 2016<sup>1</sup>. The Part 1 Plan sets the strategic priorities for the district to deliver sustainable development. It identifies the number of new homes and jobs to be provided in the area for the period up to 2031. It also identifies a number of district wide policies which provide strategic guidance on a number of topics.
- 1.3 The Part 2 Plan complements the Part 1 Plan by setting out:
- policies and locations for new housing to meet the Vale’s proportion of Oxford’s housing need, which cannot be met within the City boundaries, as agreed by the Oxfordshire Growth Board
  - policies for the part of Didcot Garden Town that lies within the Vale of White Horse District
  - detailed development management policies to complement the strategic policies set out in the Part 1 Plan and replace the remaining saved policies of the Local Plan 2011, where appropriate, and
  - additional site allocations for housing.
- 1.4 This topic paper is one of a series that reflect the four thematic areas central to the Local Plan. These themes are as follows:
- Building Healthy and Sustainable Communities
  - Supporting Economic Prosperity
  - Supporting Sustainable Transport and Accessibility
  - Protecting the Environment and Responding to Climate Change
- 1.5 This topic paper explains how the Council has formulated its policies in relation to the Supporting Sustainable Transport and Accessibility theme.
- 1.6 The structure of each topic paper reflects the following:
- **National Policy Context:** a brief summary of relevant national policies e.g. National Planning Policy Framework (NPPF) and National Planning Practice Guidance (PPG) and relevant legislation.

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<sup>1</sup> Vale of White Horse District Council (2016) Vale of White Horse Local Plan 2031 Part 1: Strategic Sites and Policies, available at: <http://www.whitehorsedc.gov.uk/services-and-advice/planning-and-building/planning-policy/new-local-plan-2031-part-1-strategic-sites>

- **Local Policy Context:** outlines relevant Core Policies in the Part 1 Plan and provides a review and assessment of relevant saved policies in the Local Plan 2011.
- **Evidence:** summarises key evidence and its outcomes.
- **Summary of Consultation:** summarises key issues identified through each stage of consultation, including informal consultation with key stakeholders and Regulation 18 public consultation in March 2017.
- **Key Issues:** summarises the key issues considered when formulating the Part 2 Plan policies.
- **Policy Options:** provides an overview of the development policies that have been tested for possible inclusion within the Part 2 Plan.
- **Recommendations:** identifies the key recommendations for policies that are included in the Part 2 Plan.

## 2.0 National Policy Context

### *National Planning Policy Framework (the NPPF)*

2.1 The National Planning Policy Framework (NPPF) sets out the government's planning policies for England and how they are expected to be applied. At its heart is the need to ensure planning contributes towards the delivery of sustainable development, which should encompass economic, social and environmental considerations in equal measure.

2.2 Of relevance to the Vale of White Horse Local Plan 2031 Part 2, the NPPF states that:

“Local plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people”.<sup>2</sup>

“Developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised”.<sup>3</sup>

“For larger scale residential developments in particular, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Where practical, particularly within larger-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties”.<sup>4</sup>

“All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe”.<sup>5</sup>

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<sup>2</sup> CLG (2012), National Planning Policy Framework, Paragraph 35

<sup>3</sup> CLG (2012), National Planning Policy Framework, Paragraph 34

<sup>4</sup> CLG (2012), National Planning Policy Framework, Paragraph 38

<sup>5</sup> CLG (2012), National Planning Policy Framework, Paragraph 32

“Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles”.<sup>6</sup>

“The primary function of roadside facilities for motorists should be to support the safety and welfare of the road user”.<sup>7</sup>

### ***Planning Practice Guidance (PPG)***

2.3 The National Planning Practice Guidance (NPPG) sets out planning guidance to support practitioners and complements the NPPF.

2.4 The PPG sets out more detail on preparing an assessment of transport implications in developing or reviewing local plans. Importantly, the NPPG states that:

“The transport evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so; and highlight the infrastructure requirements for inclusion in the infrastructure spending plans linked to the Community Infrastructure Levy, section 106 provisions and other funding sources”.<sup>8</sup>

### ***Planning for the future: guide to working with Highways England on planning matters 2015***

2.5 This document includes guidance from Highways England for those involved with development that may result in traffic or other impact on the strategic road network. It includes guidance to inform the preparation of local plan and states that:

“Development should be promoted at locations that are or can be made sustainable, that facilitate the uptake of sustainable transport modes, and support wider social and health objectives, and which support existing business sectors as well as enabling new growth”.<sup>9</sup>

“The preparation of local plans provides an opportunity to support a pattern of development that minimises the need for travel, minimises journey lengths, encourages sustainable travel, and promotes accessibility for all. This can contribute to the achievement of environmental objectives and

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<sup>6</sup> CLG (2012), National Planning Policy Framework, Paragraph 40

<sup>7</sup> CLG (2012), National Planning Policy Framework, Paragraph 31

<sup>8</sup> CLG (2013), National Planning Practice Guidance, Paragraph: 001 Reference ID: 54-001-20141010. Revision Date 10.10.2014

<sup>9</sup> Highways England (2015), The strategic road network - Planning for the future: A guide to working with Highways England on planning matters, Paragraph 69

reduce the cost to the economy arising from the environmental, business and social impacts associated with traffic generation and congestion”.<sup>10</sup>

### 3.0 Local Policy Context

#### ***Local Plan 2031 Part 1: Strategic Sites and Policies (LPP1), Adopted December 2016***

- 3.1 The Vale of White Horse Local Plan 2031 Part 1 provides a policy framework for the delivery of sustainable development across the district up to 2031.
- 3.2 Local Plan 2031 Part 1 identifies four key challenges and opportunities related to supporting sustainable transport and accessibility:
- Supporting sustainable travel and improving public transport
  - Providing for new road infrastructure
  - Helping to make our rural areas more accessible
  - Supporting the delivery of superfast broadband
- 3.3 A series of Strategic Objectives were developed for Local Plan 2031 Part 1 in order to deliver the spatial vision for the Vale of White Horse. Strategic Objective 8 ensures that steps are taken to reduce the need to travel and promote sustainable modes of transport. Strategic Objective 9 seeks to ensure that new development is accompanied by appropriate and timely infrastructure delivery to secure effective sustainable transport choices for new residents and businesses.
- 3.4 In responding to the key challenges and opportunities and in support of the Strategic Objectives, Transport and Accessibility policies in the Local Plan 2031 Part 1 are either site-specific policies which relate to transport in the Sub-Area Strategies or strategic transport policies which apply across the district.

#### **Policies relevant to Sub-Area Strategies**

- **Core Policy 12: Safeguarding of Land for Strategic Highway Improvements within the Abingdon-on-Thames and Oxford Fringe Sub-Area** which seeks to protect land needed for the delivery of highway schemes within the area
- **Core Policy 17: Transport Delivery for the South East Vale Sub-Area** which sets out the approach for delivering critical transport infrastructure within this area

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<sup>10</sup> Highways England (2015), The strategic road network - Planning for the future: A guide to working with Highways England on planning matters, Paragraph 64

- **Core Policy 18: Safeguarding of land for strategic highway schemes in the South East Vale Sub-Area** which seeks to ensure land required for the critical transport infrastructure in this area is protected
- **Core Policy 19: Re-opening Grove Railway Station** which sets out the Council's commitment to support the ambition to reopen the station at Grove
- **Core Policy 21: Safeguarding of land for strategic highway improvements within the Western Vale Sub-Area** which seeks to protect land needed for highway improvements within the area

#### **Policies which apply district-wide**

- **Core Policy 33: Promoting Sustainable Transport and Accessibility** which seeks to support key improvements to the transport network
- **Core Policy 34: A34 Strategy** which sets out the Council's support to the long-term strategic planning of the A34
- **Core Policy 35: Promoting Public Transport, Cycling and Walking** which seeks to support the provision of sustainable transport measures to promote the use of public transport, cycling and walking
- **Core Policy 36: Electronic Communications** which promotes electronic communications to help reduce the need to travel

3.5 The evidence base for Local Plan 2031 Part 1, including the significant number of comments received in response to the various stages of consultation, have helped to inform Local Plan 2031 Part 2. This evidence base is outlined in the Local Plan 2031 Part 1 Topic Paper 6: Transport and Accessibility<sup>11</sup>.

#### ***Saved Policies in the Local Plan 2011***

3.6 The Vale of White Horse Local Plan 2011 (LP2011) was adopted in July 2006. The majority of policies in the LP2011 were 'saved' by the Secretary of State in 2009. Following the adoption of LPP1, a number of saved LP2011 policies were replaced, however some saved policies have been carried forward.

3.7 The saved policies relating to transport that have been reviewed as part of this process, are as follows:

- TR3: A34 related development
- TR5: The national cycle network
- TR6: Public car parking in the main settlements
- TR7: Rail services – Grove Station
- TR10: Lorries and roadside services

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<sup>11</sup> Vale of White Horse District Council (2014), Local Plan 2031 Part 1, Topic Paper 6 Transport and Accessibility

- 3.8 An assessment of these saved Local Plan 2011 policies has been undertaken to ascertain if any of them should be included in the Vale of White Horse Local Plan 2031 Part 2 or if they should no longer be replaced. **Appendix 1** shows the outcome of this process. In summary, three of the five policies are to be replaced in the Local Plan 2031 Part 2, with two saved policies (TR3 and TR5) not being replaced.

### ***Local Transport Plan (LTP4): Connecting Oxfordshire 2015<sup>12</sup>***

- 3.9 Since the preparation of Local Plan 2031 Part 1, Oxfordshire County Council has agreed its Local Transport Plan (LTP4): Connecting Oxfordshire, which sets out the strategy and policy for transport in the county up to 2031. Connecting Oxfordshire was agreed in September 2015 and updated in 2016 in order to strengthen the emphasis on improving air quality and making better provision for walking and cycling.
- 3.10 LTP4 has three key themes which are reflected in Local Plan 2031 Part 2. They are as follows:
- Theme 1: Supporting growth and economic vitality
  - Theme 2: Reducing Emissions
  - Theme 3: Improving quality of life
- 3.11 LTP4 and further study work associated with LTP4 has identified that the following transport schemes should be safeguarded as part of Local Plan 2031 Part 2:
- Park and Ride site for accessing Oxford from the A420 corridor at Cumnor
  - Park and Ride site for accessing Oxford from the A34 corridor at Lodge Hill
  - Single carriageway north-bound bus lane between the Lodge Hill A34 Interchange and Hinksey A34 Interchange
  - South Marcham Bypass linking the A415 to the west of Marcham and east of Marcham
  - Dedicated access to/from the A34 to Milton Park
  - Provision for a new pedestrian and cycle bridge across the A34 at Milton Heights
  - Grove Station (amended from LPP1)
  - Culham to Didcot Thames River Crossing (amended from LPP1)

### ***Wider transport infrastructure considerations***

- 3.12 Since the preparation of LTP4 the Department for Transport has published a Stage 3 report (November 2016)<sup>13</sup> in relation to the Oxford to Cambridge Expressway Strategic Study. This work investigates the case for linking

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<sup>12</sup> Oxfordshire County Council (2015), Connecting Oxfordshire: Local Transport Plan 2015-2031 (updated 2016)

<sup>13</sup> DfT (2016), Oxford to Cambridge expressway strategic study: stage 3 report

existing roads and creating an Oxford to Cambridge Expressway, which would create a high-quality east-west link between Oxford and Cambridge, via Bedford and Milton Keynes. This could have a significant benefit in relieving strategic traffic from the A34 and bringing further investment to the Science Vale area.

- 3.13 A number of route options have been proposed for the Expressway, with routes around Oxford linking with the A34 either to the north or south of Abingdon. Outline costs have been produced, with value for money, environmental, transport and economic impacts feeding into a Strategic Outline Business Case, which will be published in 2017.
- 3.14 The Vale of White Horse District Council will continue to liaise with the relevant organisations and stakeholders as the Oxford to Cambridge Expressway Study continues to develop, in order to understand the impacts and opportunities it presents for the district. It is expected that any proposal will be included in the next Road Investment Strategy (2020 – 2025) which falls within the plan period.
- 3.15 It will also be important for the Council to understand the implications of technology and innovation in relation to how access and movement will change over the next few years. In particular, the Council will look to identify opportunities to deliver infrastructure for the expected growing market in low and zero emission transport, such as autonomous vehicles (driverless cars) and electric vehicles, in accordance with the latest best practice.

## **4.0 Evidence**

### ***Evaluation of Transport Impacts (ETI)***

- 4.1 The Evaluation of Transport Impacts (ETI) for Local Plan 2031 Part 1<sup>14</sup> identified the transport impacts and mitigation associated with alternative scenarios for development and formed part of the evidence base for Local Plan 2031 Part 1.
- 4.2 The ETI for Local Plan 2031 Part 2 has modelled the predicted highway performance in 2031, using the Oxfordshire Strategic Model (OSM). The work was carried out by consultants Atkins Transportation, in partnership with Oxfordshire County Council.
- 4.3 The ETI for Local Plan 2031 Part 2 has been undertaken in stages, as outlined in table 4.1.

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<sup>14</sup> Atkins (2014) Evaluation of Transport Impacts Study Final Report

**Table 4.1: Stages of work - Evaluation of Transport Impacts (ETI)**

Date	ETI Stage	Scope of work
November 2016	Local Plan Part 2 ETI Stage 1: Clusters	This initial stage of work considered alternative scenarios in the form of six geographical clusters. Alongside other evidence, it informed decision making to enable the grouping of developments into potential scenarios.
January 2017	Local Plan Part 2 ETI Stage 1: Development Scenarios	Building on the work which considered geographical clusters, this phase of work considered five scenarios and, alongside other evidence, formed part of the evidence base which determined the final development options to be tested.
July 2017	Local Plan Part 2 ETI Stage 2: Development Options and Mitigation	This stage of work considered three development options and tested the impact of mitigation under one of those development options.

4.4 A high level overview of what has been tested through the ETI work, and a summary of the results, is shown in Appendix 2. Detailed descriptions of the methodology and results are set out in the full Stage 1<sup>15</sup> and Stage 2<sup>16</sup> ETI reports.

4.5 Stage 1 of the ETI for the Local Plan 2031 Part 2 was undertaken in two phases; firstly it considered developments grouped into six geographical clusters and modelled the transport impacts along corridors likely to be affected by growth. Along with other work, this highlighted those areas best

<sup>15</sup> Atkins (2017), Evaluation of Transport Impacts Local Plan 2031 Part 2 Stage 1 Report

<sup>16</sup> Atkins (2017), Evaluation of Transport Impacts Local Plan 2031 Part 2 Stage 2 Report

placed to accommodate growth and helped to inform the growth scenarios which were considered in the second phase of the Stage 1 work. The second phase of Stage 1 assessed the impact of different development scenarios and infrastructure mitigation, in order to inform the preferred development options.

- 4.6 Following the Preferred Options consultation (March 2017), Stage 2 of the ETI for Local Plan 2031 Part 2 considered three development options and modelled the transport impacts associated with each option. It also modelled the impact of highway mitigation under one of the development options – option 2.
- 4.7 Development option 2 assumes an allocation as follows:

**Table 4.2: Stage 2 of the ETI – Option 2**

<b>Site</b>	<b>Number of dwellings</b>
Dalton Barracks	1,200
East of Kingston Bagpuize with Southmoor	600
Marcham	120 <sup>17</sup>
East Hanney	130
Harwell Campus	1,000
North West of Grove	400
<b>TOTAL</b>	<b>3,450</b>

- 4.8 From the Local Plan Part 2 ETI work it is possible to forecast the difference between the 2013 base year of the model and the 2031 'Do Minimum' option. This gives an indication of growth on the network that is forecast for 2031 without any of the Local Plan Part 2 allocations. The Do Minimum option takes account of homes delivered since 2013, the latest committed development for the Vale of White Horse (homes with planning approval) and growth plans in surrounding districts.
- 4.9 The ETI work forecasts that overall travel demand for all districts will grow by 36% over a 12 hour period between the 2013 base year and the 2031 Do Minimum. Between the 2031 Do Minimum and the Local Plan Part 2

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<sup>17</sup> Note: The proposed allocation included in the Publication Version of Local Plan 2031 Part 2 is for 90 dwellings at Marcham.

development option 2 (i.e. when the Local Plan Part 2 allocation is included), overall travel demand is expected to increase by an additional 0.7% over the expected increase under the Do Minimum option.

- 4.10 Delay per passenger car unit (pcu) is forecast to increase by less than ten seconds among all three development options in comparison with the Do minimum. For Local Plan development option 2 the increase in delay is forecast to be 7 seconds. This metric is relatable to the delay that individual vehicles may experience.
- 4.11 Tables 4.3 to 4.9 summarise the traffic flows (as percentage of capacity) for the main highway corridors in the district, in both the AM and PM peak periods, in the 2031 under Do Minimum, Option 2 and Option 2 with Mitigation scenarios.
- 4.12 To aid interpretation of the model forecasts, the summary results have been categorised into three levels.
- Traffic flows are described as being ‘at capacity’ (shown as red) if the capacity values are over 95%. This affectively means that journey times are reduced.
  - If the capacity values are between 85% and 95% the route is considered to be close to capacity (shown as amber).
  - If capacity values are less than 85% the route is considered to be within capacity (shown as green).
- 4.13 Whilst there are some locations on the network that remain at capacity, in almost every case the network is still performing at a similar level with the option 2 development allocation as in the Do Minimum scenario without the Local Plan Part 2 allocations. The modelling is indicting that the mitigation that has been modelled is having an impact on the capacity of the A34 in the vicinity of Lodge Hill, moving the route from ‘within capacity’ to ‘close to capacity’.
- 4.14 Further more detailed work will be needed to help refine the package of highway and sustainable transport mitigation measures to support future housing and employment growth in the area to ensure the plan contributes towards the delivery of sustainable development. The further work will also include analysis of the cumulative impacts of the proposed growth in both the Vale and South Oxfordshire districts and identification of further mitigation measures if necessary. This will include on-going partnership work between the County Council, District Council and other partners.

**Table 4.3: A338 corridor**

**Volume to capacity percentage forecasts for 2031 Local Plan Part 2 - Do Minimum, Option 2 and Option 2 with mitigation  
Morning and evening peak**

Location A338	Direction	Morning Peak			Evening Peak			Comments
		Do Min	Option 2	Option 2 with Mitigation	Do Min	Option 2	Option 2 with Mitigation	
Tubney	North	59	57	57	14	9	10	The predicted traffic flows for locations along the A338 corridor are clearly very similar during the 2031 Do Minimum, Option 2 and Option 2 with mitigation scenarios. Locations which are at capacity or close to capacity remain so under all scenarios. A railway station at Grove, for which land is safeguarded in Local Plan 2031 Part 2, could have a positive impact on the performance of this corridor.
	South	24	24	24	31	31	31	
North of Frilford	North	55	57	56	13	6	5	
	South	34	35	33	61	61	61	
South of Frilford	North	101	100	100	89	91	91	
	South	46	47	46	60	60	61	
East Hanney	North	65	66	67	50	51	52	
	South	41	41	40	58	58	56	
South of East Hanney	North	95	95	96	75	76	76	
	South	76	79	79	102	103	103	
Grove	North	22	22	22	24	25	25	
	South	35	36	35	46	47	47	

V/C percentage range	Description
>95%	Route at capacity (higher figures indicate journey delays)
>85% and <95%	Route close to capacity
<85%	Route within capacity

**Table 4.4: A34 corridor**

**Volume to capacity percentage forecasts for 2031 Local Plan Part 2 Do Minimum, Option 2 and Option 2 with mitigation**

**Morning and evening peak**

Location A34	Direction	Morning Peak			Evening Peak			Comments
		Do Min	Option 2	Option 2 with Mitigation	Do Min	Option 2	Option 2 with Mitigation	
North of Lodge Hill	North	95	97	95	82	81	82	It is clear that there are locations on the A34 which remain at capacity in the Do Minimum, Option 2 and Option 2 with mitigation scenarios, but there is little change with the additional growth. The A34 in the vicinity of Lodge Hill is forecast to be close to capacity when mitigation measures are taken into account. The ETI report recommends that further work is required to refine the mitigation options.
	South	82	81	85	84	84	84	
South of Lodge Hill	North	84	84	88	74	74	75	
	South	76	77	90	83	87	92	
North of Milton	North	105	106	99	104	105	99	
	South	73	73	71	65	65	65	
South of Milton	North	21	22	21	34	34	34	
	South	50	51	47	56	57	55	

V/C percentage range	Description
>95%	Route at capacity (higher figures indicate journey delays)
>85% and <95%	Route close to capacity
<85%	Route within capacity

**Table 4.5: A4185 corridor**

**Volume to capacity percentage forecasts for 2031 Local Plan Part 2 Do Minimum, Option 2 and Option 2 with mitigation  
Morning and evening peak**

Location A4185	Direction	Morning Peak			Evening Peak			Comments
		Do Min	Option 2	Option 2 with Mitigation	Do Min	Option 2	Option 2 with Mitigation	
North of Harwell Oxford	North	36	40	40	54	58	57	The predicted traffic flows on this corridor are clearly similar in the Do Minimum, Option 2 and Option 2 with mitigation scenarios. This means that the proposed Local Plan Part 2 allocation, along with the identified mitigation package, does not worsen traffic flows on this route and it remains within capacity.
	South	43	46	47	30	36	37	
South of Harwell Oxford	North	51	54	52	27	35	34	
	South	31	39	39	46	50	50	

V/C percentage range	Description
>95%	Route at capacity (higher figures indicate journey delays)
>85% and <95%	Route close to capacity
<85%	Route within capacity

**Table 4.6: A415 corridor**

**Volume to capacity percentage forecasts for 2031 Local Plan Part 2 Do Minimum, Option 2 and Option 2 with mitigation  
Morning and evening peak**

Location A415	Direction	Morning Peak			Evening Peak			Comments
		Do Min	Option 2	Option 2 with Mitigation	Do Min	Option 2	Option 2 with Mitigation	
West of Frilford	East	71	73	71	45	50	50	The predicted traffic flows on this corridor are clearly similar in the Do Minimum, Option 2 and Option 2 with mitigation scenarios. This means that the proposed Local Plan Part 2 allocation, along with the identified mitigation package, does not worsen traffic flows on this route and it remains within capacity.
	West	9	10	10	39	41	48	
East of Frilford	East	68	69	68	46	47	47	
	West	59	59	60	80	81	82	
West of A34	East	55	56	55	52	52	52	
	West	57	54	57	78	83	84	

V/C percentage range	Description
>95%	Route at capacity (higher figures indicate journey delays)
>85% and <95%	Route close to capacity
<85%	Route within capacity

**Table 4.7: A417 corridor**

**Volume to capacity percentage forecasts for 2031 Local Plan Part 2 Do Minimum, Option 2 and Option 2 with mitigation  
Morning and evening peak**

Location A417	Direction	Morning Peak			Evening Peak			Comments
		Do Min	Option 2	Option 2 with Mitigation	Do Min	Option 2	Option 2 with Mitigation	
East of Wantage	East	95	96	95	80	81	82	The predicted traffic flows for locations along the A417 corridor are clearly very similar during the 2031 Do Minimum, Option 2 and Option 2 with mitigation scenarios. Locations which are at capacity or close to capacity remain so under all scenarios.
	West	63	64	66	88	88	88	
West of Featherbed	East	100	100	100	85	87	88	
	West	73	74	77	100	100	100	
East of Featherbed	East	58	59	59	62	65	66	
	West	53	54	55	72	72	70	
East of A4130	East	47	47	47	61	61	62	
	West	56	56	56	57	57	57	

V/C percentage range	Description
>95%	Route at capacity (higher figures indicate journey delays)
>85% and <95%	Route close to capacity
<85%	Route within capacity

**Table 4.8: A420 corridor**

**Volume to capacity percentage forecasts for 2031 Local Plan Part 2 Do Minimum, Option 2 and Option 2 with mitigation  
Morning and evening peak**

Location A420	Direction	Morning Peak			Evening Peak			Comments
		Do Min	Option 2	Option 2 with Mitigation	Do Min	Option 2	Option 2 with Mitigation	
Botley Interchange	East	63	62	62	75	75	78	For almost all locations on this route there is very little change between the traffic flows in the Do Minimum, Option 2 and Option 2 with mitigation scenarios. The changes which do occur are where mitigation is forecast to have a positive impact, moving locations from close to capacity to within capacity.
	West	22	21	21	33	33	31	
South of Cumnor	East	22	22	24	20	20	20	
	West	16	16	16	25	25	24	
East of Appleton	East	97	98	98	67	66	64	
	West	60	60	59	89	88	84	
South of Appleton	East	66	66	66	51	51	50	
	West	35	35	34	44	44	44	
East of Fyfield	East	75	75	75	71	74	74	
	West	63	64	63	74	75	74	
West of A415	East	87	88	89	67	70	68	
	West	41	43	43	65	64	66	
East of Buckland	East	89	89	89	69	70	65	
	West	58	60	60	85	84	84	
West of Buckland	East	99	98	98	90	91	88	
	West	87	89	90	100	100	101	
North of A417	East	80	80	81	60	60	59	
	West	53	54	54	76	76	77	
South of A417	East	80	80	80	73	73	72	
	West	68	68	68	79	80	80	

## **Sustainable Travel**

- 4.15 In light of the assessed impacts on the network, including in the Do Minimum Scenario, there is a need to ensure that development is sustainably located. This is in line with the Local Plan 2031 Part 1 Core Policy 35: Promoting Public Transport, Cycling and Walking, which seeks to support the provision of sustainable transport measures to promote the use of public transport, cycling and walking.
- 4.16 In relation to public transport, the site allocations for Local Plan 2031 Part 2 link with existing public transport services and offer the opportunity of enhancing existing high quality public transport corridors. This is summarised by settlement in table 2 and table 3.
- 4.17 The Council will work with Oxfordshire County Council and other partners, including public transport operators, to continue to ensure the promotion of sustainable transport.

**Table 4.10: Local Plan 2031 Part 2 Site Allocations and Public Transport Linkages - South East Vale Sub-Area**

<b>Site Name</b>	<b>Number of Dwellings</b>	<b>Public Transport Linkages</b>
North West of Grove	400	Grove is served by an existing 30 minute service which operates between Oxford and Wantage, in addition to an hourly service which also operates between Oxford and Wantage and also via Abingdon.
Harwell Campus	1,000	Harwell is served by an existing public transport link with Didcot, with a 15 minute frequency. Hourly services to Abingdon and to Oxford are also currently provided. Development in this location will enhance and help to sustain the current level of service.
<b>Total</b>	<b>1,400</b>	

**Table 4.11: Local Plan 2031 Part 2 Site Allocations and Public Transport Linkages - Abingdon-on-Thames and Oxford Fringe Sub-Area**

<b>Site Name</b>	<b>Number of Dwellings</b>	<b>Public Transport Linkages</b>
North of East Hanney	80	East Hanney is served by an existing service to Oxford which operates on a 30 minute frequency, in addition to an hourly service to Oxford which operates via Abingdon.
North East of East Hanney	50	
East of Kingston Bagpuize with Southmoor	600	Kingston Bagpuize has an existing public transport link to Oxford which operates on a 20 to 30 minute frequency. This service could be enhanced and options for the use of pump-priming monies will be considered in this location. Kingston Bagpuize is also currently served by a less frequent service (five per day) which operates between Witney and Abingdon.
South East of Marcham	90	Marcham is currently served by an hourly service to Oxford, via Abingdon. Development in this location will provide an opportunity to enhance this level of service.
Dalton Barracks	1,200	Dalton Barracks is currently served by an hourly service which operates between Abingdon and Oxford. In phase one of the development of this site there is potential for this existing service to divert into the site. This site is conveniently located for the two Park & Rides sites in the Vale of White Horse which have been identified as strategic priorities for Oxfordshire County Council, at Cumnor and Lodge Hill.
<b>Total</b>	<b>2,020</b>	

***Sustainable Transport Study for the Abingdon to Oxford Corridor***

4.18 The Council commissioned consultants, Systra Ltd, to undertake a sustainable transport study for the Abingdon to Oxford corridor. The study

considered the sustainable transport options that are available to support growth in the Abingdon – Oxford corridor.

- 4.19 The improvements outlined in the Final Report<sup>18</sup> for the study are broken down in to four packages; traffic management, bus improvements, active travel and smart mobility. Full details of the improvement packages can be found in the Final Report.
- 4.20 The bus improvements package outlines the need for enhancements to the frequency of bus routes serving the proposed development sites and, where appropriate, that these should reach ‘turn up and go’, or premium route, standard. The Report identifies the potential of the number 4 service in particular, which would divert into the site as part of phase one of the development, to be at the forefront of such a service. This would encourage the likelihood of new residents favouring public transport over private car use for daily commuter trips.
- 4.21 The traffic management package outlines recommended improvements in the vicinity of the A415/A338 Frilford junction. The active travel package includes a range of measures which are focussed on enhancing existing and creating new infrastructure associated with walking and cycling. The final package, comprised of smart mobility measures, will help to ensure that the corridor is future proofed for technological advances which are likely to influence the way that people travel in the future.
- 4.22 The study outlines the benefits that a public transport and cycle link from Dalton Barracks to the proposed Park and Ride site at Lodge Hill would have, providing a direct link from the proposed development to an interchange with services going in to the centre of Oxford and, through the county council’s proposed Bus Rapid Transit Line 3, to other key destinations such as the employment sites in the Eastern Arc of Oxford. Further work is needed to fully explore the potential of this link. Land has been safeguarded in Local Plan Part 2 so as not to prevent future delivery of the link.
- 4.23 The sustainable transport study is the starting point for the consideration of sustainable transport in the area and it is anticipated that more detailed work will be undertaken by site promoters.

### ***Viability Assessment***

- 4.24 The Council commissioned HDH Planning and Development Ltd to undertake a viability assessment of the Local Plan 2031 Part 2 including both policies

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<sup>18</sup> Systra (2017) Sustainable Transport Study for the Abingdon to Oxford Corridor Final Report

and additional sites. The Viability Report<sup>19</sup> tests the effectiveness of the Local Plan 2031 Part 2 as to whether the cumulative impact of policies in the Plan puts the Development Plan at risk.

- 4.25 The Viability Report concludes that the policies related to Sustainable Transport and Accessibility do not add additional burden to developers.

## **5.0 Summary of Consultation Stages**

### ***Informal Consultation (November 2016)***

- 5.1 The Council undertook informal consultation with Oxfordshire County Council to inform preparation of the Part 2 Plan. The response received from Oxfordshire County Council identified a number of issues that helped to inform policy development to inform the Part 2 Plan 'Preferred Options' consultation. Key comments included:
- 5.2 Oxfordshire County Council commented that in addition to land safeguarded for identified transport schemes set out in Local Plan 2031 Part 1, further evidence base work, for example the ongoing ETI for Local Plan 2031 Part 2, the adopted Connecting Oxfordshire (LTP4) and study work associated with LTP4, had identified that additional schemes should also be safeguarded.

### ***Informal Consultation (July 2017)***

- 5.3 The Council undertook a further stage of informal consultation with Oxfordshire County Council. The informal consultation responses received have helped to further refine the policies for inclusion in the Publication Version of the Part 2 plan.
- 5.4 Key comments from Oxfordshire County Council included:
- The safeguarding for Grove Station should be amended to reflect the outcome of recent study work to assess the most suitable site for a new station at Grove.
  - The safeguarded area for the Milton Heights Pedestrian and Cycle Bridge should be extended.
  - The area safeguarded for Marcham Bypass should entirely cover and supersede the area safeguarded for Frilford Lights Improvements as set out in LPP1.

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<sup>19</sup>[http://www.whitehorsedc.gov.uk/java/support/dynamic\\_serve.jsp?ID=684252068&CODE=2D922DEF19C28E2A221867C62E7D5C04](http://www.whitehorsedc.gov.uk/java/support/dynamic_serve.jsp?ID=684252068&CODE=2D922DEF19C28E2A221867C62E7D5C04)

- The policy relating to Lorries and Roadside Services does not need to name sites. Suitable provision on the A420 and A34 corridors, working with Oxfordshire County Council and Highways England, is desirable.
- Reference should be made to the county council's Walking and Cycling Design Guide.

***Draft Local Plan 2031 Part 2: Preferred Options Consultation (March 2017)***

5.5 The Council published the Preferred Options version of the Local Plan 2031 Part 2 in March 2017 for public consultation. The comments received in relation to transport policies have identified a number of key issues that have helped to refine the policies for inclusion in the 'Publication Version' of the Local Plan 2031 Part 2. Key comments are summarised in Table 4 and Table 5 below.

**Table 5.1: Summary of consultation responses related to transport and accessibility (Core Policies)**

<b>Policy</b>	<b>Summary</b>	<b>Council response</b>
Core Policy 12a: Safeguarding of Land for Strategic Highway Improvements within the Abingdon and Oxford Fringe Sub-Area	<p>A number of comments supported this policy and the safeguarding of land for Park and Ride facilities at Cumnor and Lodge Hill. Comments were also received which suggested alternative locations for the Park and Ride facilities.</p> <p>A number of comments supported a bus lane between the Lodge Hill A34 interchange and Hinksey A34 Interchange, with some comments seeking further clarification on whether it is a new carriageway or the conversion of an existing lane.</p> <p>Some comments supported a Marcham bypass to ease congestion and improve air quality, but some comments raised concerns that there is no timescale or funding commitment for the</p>	Schemes to support highway improvements are safeguarded at the request of Oxfordshire County Council as Highway Authority and/ or as a result of work to develop the evidence base for the Local Plan.

	<p>provision of this infrastructure.</p> <p>Environment Agency commented that it is inappropriate to safeguard land in Flood Zones 2 and 3 and a Sequential Test and Level 2 Strategic Flood Risk Assessment should be provided as evidence.</p>	
<p>Core Policy 18a: Safeguarding of Land for Strategic Highway Improvements within the South East Vale Sub-Area</p>	<p>A number of comments raised concerns as to the impact on Milton Village and Steventon of a dedicated access to/from A34 to Milton Park. A few comments also referred to a need to preserve Milton Manor.</p> <p>Oxfordshire County Council commented that a further area of safeguarding is sought to ensure that the Milton Heights pedestrian/cycle route extends to the junction of the A4130.</p> <p>Environment Agency commented that it is inappropriate to safeguard land in Flood Zones 2 and 3 and a Sequential Test and Level 2 Strategic Flood Risk Assessment should be provided as evidence.</p>	<p>Two changes have been undertaken to Core Policy 18a in relation to the area safeguarded for the Milton Heights Pedestrian and Cycle Bridge and the safeguarded area for the Culham to Didcot Thames River Crossing, reflecting comments and latest evidence provided by Oxfordshire County Council. The updated map is included in Appendix B of the Part 2 Plan.</p>
<p>Core Policy 19a: Re-opening of Grove Station</p>	<p>There was general support for the policy but a number of comments raised concern that there is no commitment from Network Rail to the re-opening of the station.</p> <p>Network Rail supported the principle of improving connectivity, but have reservations as to how this</p>	<p>The Council acknowledge the support for the policy and will continue to work in partnership with the Oxfordshire County Council, the Highways Agency and other stakeholders to plan for future highway infrastructure improvements and to support the delivery of the Oxfordshire Local Transport Plan 4.</p>

	<p>will be practicably achieved without additional track capacity.</p> <p>Oxfordshire County Council would like to see land safeguarded for pedestrian and cycle links, and commented that further work is needed to refine the area of land that needs to be safeguarded.</p> <p>Environment Agency commented that it is inappropriate to safeguard land in Flood Zones 2 and 3 and a Sequential Test and Level 2 Strategic Flood Risk Assessment should be provided as evidence.</p>	<p>A change has been undertaken to Core Policy 19a in relation to the area safeguarded for the re-opening of Grove Railway Station. A wider area has been safeguarded to reflect the latest feasibility work provided by Oxfordshire County Council. The updated map is included in Appendix B of the Part 2 Plan.</p> <p>The Council look forward to continuing to work with Network Rail to assist with delivering a Station at Grove within the plan period as part of wider improvements between the rail network between Bristol, Swindon, Oxford and Cambridge.</p> <p>Detailed feasibility work will be required before any detailed schemes are brought forward and this stage would include, as a matter of course, detailed consideration for flooding risk associated with the proposed highway schemes.</p>
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**Table 5.2: Summary of consultation responses related to transport and accessibility (Development Policies)**

<b>Policy</b>	<b>Summary</b>	<b>Council response</b>
Development Policy 16: Access (Development Policy 14 at time of Preferred Options consultation)	Specific comments raised an issue that the policy fails to consider access by foot, bicycle or public transport.	Promoting sustainable modes of travel, such as public transport, cycling and walking is a key priority for the Council and Development Policy 16: Access complements Core Policy 35: Promoting Public

		Transport, Walking and Cycling in Local Plan Part 1.
Development Policy 17: Transport Assessments and Travel Plans (Development Policy 15 at time of Preferred Options consultation)	Highways England supported this policy and commented that, where appropriate, the scope of the transport assessment should be agreed with them.  Oxfordshire County Council commented that a sustainable transport strategy should accompany the Transport Assessment / Design and Access Statement, and that reference should be made to their Walking and Cycling Design Guide.	The Council acknowledge the support for the policy. Transport Assessments and Travel Plans should be developed in accordance with Oxfordshire County Council Guidance, latest Planning Practice Guidance and Highways England guidance.
Development Policy 18: Public Car Parking in Settlements (Development Policy 16 at time of Preferred Options consultation)	Oxfordshire County Council commented that the policy should consider the provision of segregated pedestrian walkways within car parks to ensure that car parking and ancillary access do not obstruct pedestrians and cyclists,	The supporting text for this policy has been updated to reflect the suggestion made by Oxfordshire County Council.
Development Policy 19: Lorries and Roadside services (Development Policy 17 at time of Preferred Options consultation)	Comments were received requesting an additional policy in relation to Milton Interchange Services or that the policy should consider including a wider range of services at Milton Interchange and promote the option of alternative uses on other sites.	The Adopted Policies Map has been amended in relation to Milton Interchange Services, from the original designation which was covered under Saved Policy TR10 of the Local Plan 2011.

## 6.0 Key Issues

- 6.1 It is important that the Local Plan Part 2 is informed by national, regional and local policy and any appropriate and up-to-date evidence, including the responses to each stage of our consultation process.

- 6.2 The following key issues were considered when preparing policies for inclusion in the 'Preferred Options' version of the Part 2 Plan:
- The need to safeguard land for the future delivery of transport schemes necessary to accommodate growth
  - The outputs from Stage 1 of the ETI, which indicate an impact on the performance of the A34 under all scenarios
  - The need for policies to ensure that development takes full account of its impact on the transport network and opportunities are taken to promote the use of sustainable modes
  - The impact of growth in other districts and how that affects the transport network in the Vale of White Horse
  - The requirement to accommodate the Vale of White Horse apportionment of Oxford's unmet housing need (2,200 dwellings)
- 6.3 The key issues considered as part of the process of refining the proposed transport policies for inclusion in the Publication Version of the Part 2 Plan were:
- The need to ensure that safeguarded land reflected current requirements
  - The outputs from evidence base work, including Stage 2 of the ETI and the Sustainable Transport Study for the Abingdon – Oxford corridor
  - Where appropriate, the need for policies to reflect updated guidance

## 7.0 Policy Options

- 7.1 When producing Local Plan's, it is a requirement to produce a Sustainability Appraisal report (SA) in-line with the Environmental Assessment of Plans and Programmes Regulations 2004. The SA Report should identify, describe and evaluate the likely significant effects of implementing the plan and reasonable alternatives. An interim SA report<sup>20</sup> was published alongside the 'Preferred Options' version of the Local Plan 2031 Part 2 for public consultation in March 2017 and was updated to reflect the Plan's finalisation, including taking into account the consultation responses received at Regulation 18 consultation (Preferred Options) for the Part 2 Plan.
- 7.2 In relation to transport policies, the Final SA Report<sup>21</sup> concluded that:

“The proposed package of site allocations at this Publication stage is an improvement on that proposed at the Preferred Options stage, as there is a significantly reduced focus of growth at Marcham. All sites are broadly supported from a transport perspective (even the small site at South East Marcham, recognising that it relates well to the village

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<sup>20</sup> [http://www.whitehorsedc.gov.uk/sites/default/files/Draft%20Sustainability%20Appraisal%20-%20LPP2\\_0.pdf](http://www.whitehorsedc.gov.uk/sites/default/files/Draft%20Sustainability%20Appraisal%20-%20LPP2_0.pdf)

<sup>21</sup> AECOM (2017) Sustainability Appraisal (SA) of the Vale of White Horse District Local Plan Part 2 – Final Report

centre and the A415, with its cycle route to Abingdon-on-Thames); however, it remains the case that a spatial strategy that is preferable, from a transport perspective, can be envisaged. Specifically, such a strategy would involve significant release of land from the Green Belt, in close proximity to Oxford.”

“The ‘transport’ focused Development Policies perform well, and should appropriately compliment the Core Policies. In particular, detail is added in support of Core Policies 33-36.“

- 7.3 In addition, the SA report commented that other policies, such as those that relate to retail / town centres and green infrastructure, also have positive implications for ‘movement’ objectives.
- 7.4 The Council also commissioned AECOM Infrastructure and Environment UK Ltd. to undertake a Habitats Regulation Assessment (HRA) of the Local Plan Part 2<sup>22</sup>. Only Development Policy 17: Transport Assessments and Travel Plans (referred to as Development Policy 15 in the HRA) was considered to require screening for likely significant effects on European sites within the Vale of White Horse District.
- 7.5 The outcome of the HRA Screening of Development Policy 17 was as follows:

“This plan promotes sustainable transport and therefore will not lead to a likely significant effect on European sites. There is the potential for the policy to assist in leading to a reduction in air quality on European sites by promoting increased sustainable transport within the district.”

## 8.0 Recommendations

- 8.1 The recommendations in respect of the Core Policies related to transport and accessibility, for consideration in the Preferred Options for the Part 2 Plan were as follows:
- A policy which seeks to protect land needed for the delivery of highway schemes within the Abingdon-on-Thames and Oxford fringe Sub-Area, additional to those included in CP12.
  - A policy which seeks to ensure land required for the critical transport infrastructure in the South-East Vale Sub-Area is protected for schemes additional to those included in CP18.
  - A policy which seeks to update the area safeguarded to support the re-opening of a railway station at Grove.

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[http://www.whitehorsedc.gov.uk/java/support/dynamic\\_serve.jsp?ID=684252052&CODE=D3A03BF7EC6C6B1B8B7A1728CA49068C](http://www.whitehorsedc.gov.uk/java/support/dynamic_serve.jsp?ID=684252052&CODE=D3A03BF7EC6C6B1B8B7A1728CA49068C)

- 8.2 The recommendations in respect of the Development Policies related to transport and accessibility, for consideration in the Preferred Options for the Part 2 Plan were as follows:
- A policy which sets out the key requirements for suitable and safe access within development proposals.
  - A policy which provides guidance on the information required within Transport Assessments and Travel Plans.
  - A policy which seeks to protect and improve the quality of car parks in appropriate settlements.
  - A policy which seeks to enable and focus lorry and roadside services at appropriate locations.
- 8.3 The recommendations in respect of the Core Policies related to transport, following stages of informal consultation with key stakeholders (November 2016 and July 2017) and public consultation on the 'Preferred Options' version of the Part 2 Plan in March 2017, for consideration in the Publication Version of the Part 2 Plan are as follows:
- The safeguarding for Grove Station should be updated to reflect the refinement of options to reflect the latest outcomes of detailed work.
  - The safeguarding for the Milton Heights Pedestrian and Cycle Bridge should be updated to reflect comments and latest evidence provided by Oxfordshire County Council.
  - The safeguarding for the Culham to Didcot Thames River Crossing should be updated to reflect comments and latest evidence provided by Oxfordshire County Council.
  - The safeguarding of land to support the provision of a public transport and cycle link between Dalton Barracks and the proposed Lodge Hill public transport interchange, to reflect further evidence base work.
- 8.4 The recommendations in respect of the Development Policies related to transport, following stages of informal consultation with key stakeholders (November 2016 and July 2017) and public consultation on the 'Preferred Options' version of the Part 2 Plan in March 2017, for consideration in the Publication Version of the Part 2 Plan are as follows:
- In relation to Development Policy 17: Transport Assessments and Travel Plans, updated policy wording to make reference to the recently published Oxfordshire County Council Walking and Cycling Design Guide and also Highways England guidance, to reflect Oxfordshire County Councils response to the consultation on the Preferred Options version of the Plan.
  - The inclusion of reference to the need to consider opportunities to support the take up of electric and low emission vehicles, as part of Development Policy 17: Transport Assessments and Travel Plans, in response to the expected growing market in these vehicles.

- An amendment to the Adopted Policies Map in relation to Milton Interchange Services as set out in Development Policy 19: Lorries and Roadside Services. The boundary should be updated to remove the area that falls within the Milton Park Enterprise Zone.

8.5 Table 4 sets out a summary of the Core Policies and Development Policies related to Transport and Accessibility for the Publication Version of the Local Plan Part 2.

**Table 8.1: Summary of policies set out within the Local Plan 2031 Part 2 relating to Transport and Accessibility**

Policy	Comments
<p><b>Core Policy 12a: Safeguarding of Land for Strategic Highway Improvements within the Abingdon-on-Thames and Oxford Fringe Sub-Area</b></p> <p>In addition to land safeguarded for identified transport schemes set out in <b>Core Policy 12</b> (Local Plan 2031: Part 1) the following schemes are also safeguarded:</p> <ul style="list-style-type: none"> <li>i. Park and Ride site for accessing Oxford from the A420 corridor at Cumnor</li> <li>ii. Park and Ride site for accessing Oxford from the A34 corridor at Lodge Hill</li> <li>iii. Single carriageway north-bound bus lane between the Lodge Hill A34 Interchange and Hinksey A34 Interchange</li> <li>iv. Provision for a public transport and cycle link between Dalton Barracks and the Lodge Hill Park and Ride site, and</li> <li>v. South Marcham Bypass linking the A415 to the west of Marcham and east of Marcham</li> </ul> <p>These schemes are safeguarded in accordance with <b>Core Policy 12</b> and as shown by maps in <b>Appendix B</b> and the <b>Adopted Policies Map<sup>a</sup></b></p> <p><sup>a</sup> The area shown on the Adopted Policies Map illustrates where Core Policy 12 will apply. It does not seek to show a precise alignment for the transport scheme, which will need to be informed by detailed design work, carried out in consultation with Oxfordshire County Council and other relevant parties.</p>	<p>The two Park and Ride sites (at Lodge Hill and Cumnor) have been identified as strategic priorities by Oxfordshire County Council. They are the preferred locations for Park and Ride sites for accessing Oxford from the A34 and A420 corridors and are proposed for delivery within the plan period up to 2031. Once developed, they will assist in reducing congestion into Oxford and supporting sustainable development, associated with the additional housing proposed in the Local Plan 2031 Part 2.</p> <p>To make bus services using the new Park and Ride facility at Lodge Hill more attractive, priority will need to be provided for services into Oxford to avoid congestion. This will provide journey time savings for passengers of bus services from the Park and Ride and direct services from Abingdon, enabling increased patronage and reducing the reliance on the private car. For this reason, land is also safeguarded for a single carriageway northbound bus lane on the A34 between the Lodge Hill and Hinksey Hill Interchanges. This will be new carriageway, additional to existing, and will facilitate efficient access via sustainable public transport modes to Oxford from the A34 corridor to the south, Abingdon-on-Thames and the proposed new sustainable settlement on land at Dalton Barracks.</p>

	<p>To facilitate the use of sustainable modes from the Dalton Barracks site to the Lodge Hill Park and Ride facility, land is safeguarded for the possible future provision of a public transport and cycle link.</p> <p>The centre of Marcham has been identified as an Air Quality Management Area (AQMA) and traffic flows are currently constrained by narrow roads through the village. Whilst there is currently no funding identified to support the delivery of a bypass, land is safeguarded for the possible future provision of a Southern Marcham Bypass to ensure its potential long-term provision is not prejudiced.</p>
<p><b>Core Policy 18a: Safeguarding of Land for Strategic Highway Improvements within the South-East Vale Sub-Area</b></p> <p>Land is safeguarded to support the delivery of a new Thames River Crossing between Culham and Didcot, in accordance with <b>Core Policy 18</b> (Local Plan 2031: Part 1).</p> <p>This policy updates the area safeguarded as shown by the Adopted Policies Map and Appendix B.</p> <p>In addition to land safeguarded for identified transport schemes set out in <b>Core Policy 18</b> (Local Plan 2031: Part 1) the following schemes are also safeguarded:</p> <ul style="list-style-type: none"> <li>• dedicated access to / from the A34 to Milton Park</li> <li>• provision for a new pedestrian and cycle bridge across the A34 at Milton Heights.</li> </ul>	<p>Further work and ongoing discussion with Oxfordshire County Council has identified the need to amend the safeguarded area as set out in <b>Core Policy 18</b> for a Culham to Didcot Thames River Crossing.</p> <p>The Evaluation of Transport Impacts modelling carried out to support development of the Local Plan 2031 has indicated that the impact of new development across the southern Oxfordshire area will continue to have an impact on the A34 corridor. Growth in housing and employment is forecast to lead to capacity issues on the key junction of Milton Interchange by 2031 in the peak periods. Land is being safeguarded for potential future delivery of a dedicated access to/from the A34 and Milton Park to avoid its future delivery being prejudiced.</p>

<p>These schemes are safeguarded in accordance with <b>Core Policy 18</b> and as shown by maps in <b>Appendix B</b> and the <b>Adopted Policies Map<sup>a</sup></b>.</p> <p><sup>a</sup> The area shown on the Adopted Policies Map illustrates where <b>Core Policy 18</b> will apply. It does not seek to show a precise alignment for the transport scheme, which will need to be informed by detailed design work, carried out in consultation with Oxfordshire County Council and other relevant parties.</p>	<p>In order to connect the proposed new housing development at Milton Heights with the services and jobs at Milton Gateway, Valley Park and Milton Park, Oxfordshire County Council has identified that a pedestrian and cycle bridge will need to be provided across the A34. Land is being safeguarded to allow for the delivery of the bridge in order to reduce the need for active modes to negotiate the Milton Interchange, whilst at the same time helping to relieve one of the most congested parts of the road network.</p>
<p><b>Core Policy 19a: Re-opening of Grove Railway Station</b></p> <p>Land is safeguarded to support the re-opening of the railway station at Grove in accordance with <b>Core Policy 19</b> (Local Plan 2031: Part 1).</p> <p>This policy updates the area safeguarded at Grove as shown by the <b>Adopted Policies Map</b> and <b>Appendix B</b>.</p>	<p>A site for a new Grove Station was safeguarded in Local Plan 2031 Part 1 but that site is now considered unsuitable given the new road bridge in the area.</p> <p>A detailed review of station location options has been undertaken and subsequently two areas of land are being safeguarded to support the re-opening of the station. The council will continue to work in partnership with Oxfordshire County Council and others to support the re-opening of the station.</p>
<p><b>Development Policy 16: Access</b></p> <p>All proposals for new development will be required to be of high quality design in accordance with <b>Core Policy 37: Design and Local Distinctiveness</b>. In addition to those criteria set out in <b>Core Policy 37</b> and other relevant Local Plan policies, proposals for</p>	<p>Improving the quality of new development and achieving high design standards is a priority for the Local Plan 2031 Part 1, as supported by Core Policy 37: Design and Local Distinctiveness, which sets out criteria that all new developments need to demonstrate are met by their proposals. In line with the NPPF, the inclusion of Development Policy 16 in</p>

<p>development will also need to provide evidence to demonstrate that:</p> <ul style="list-style-type: none"> <li>i. adequate provision will be made for loading, unloading, circulation, servicing and vehicle turning, and</li> <li>ii. acceptable off-site improvements to the highway infrastructure (including traffic management measures), cycleways, public rights of way and the public transport network can be secured where these are not adequate to service the development.</li> </ul>	<p>Local Plan 2031 Part 2 sets out additional detail to complement Core Policy 37 and other Part 1 policies.</p> <p>Promoting sustainable modes of travel, such as public transport, cycling and walking is a key priority for the Vale of White Horse District Council and Development Policy 16: Access complements Core Policy 35: Promoting Public Transport, Walking and Cycling in Local Plan Part 1.</p>
<p><b>Development Policy 17: Transport Assessments and Travel Plans</b></p> <p>Proposals for major development will need to be supported by a Transport Assessment or Statement and Travel Plan in accordance with Oxfordshire County Council guidance, including their Walking and Cycling Design Standards, and the latest National Planning Practice Guidance<sup>a</sup>. The scope of the assessment should be agreed with the County Council as the highway authority, in association with the district council, as the planning authority. Highways England should also be consulted as appropriate, in accordance with Highways England guidance<sup>b</sup>.</p> <p>The Transport Assessment and Travel Plan should consider opportunities to support the take up of electric and/ or low emission vehicles, in accordance with latest best practice, and in particular if part of mitigation identified in line with <b>Development Policy 25: Air Quality</b>.</p> <p>The Transport Assessment and Travel Plan will need to demonstrate consistency with <b>Core Policy 37: Design and Local</b></p>	<p>To complement Core Policy 35: Promoting Public Transport, Walking and Cycling, Development Policy 17 in Local Plan 2031 Part 2 outlines the requirements for Transport Assessments and Travel Plans in accordance with County Council guidance, the latest national Planning Practice Guidance and Highways England guidance.</p> <p>Transport Assessments are used to help determine whether the impact of a development is acceptable and Travel Plans should set out how a development will be managed, post-occupation, to meet targets for car journeys to and from the site and promote sustainable travel.</p> <p>With the market in electric and low emission vehicles expected to grow, the Council will support the identification of opportunities to deliver relevant infrastructure, in accordance with the latest best practice.</p>

<p><b>Distinctiveness</b> in addition to the sustainable transport priorities identified in Local Plan 2031: Part 1 and other relevant Local Plan policies.</p> <p><sup>a</sup> refer to Oxfordshire County Council Guidance for New Developments, available at <a href="https://www.oxfordshire.gov.uk/cms/public-site/transport-new-developments">https://www.oxfordshire.gov.uk/cms/public-site/transport-new-developments</a>; <a href="https://www.oxfordshire.gov.uk/cms/content/transport-development-control-tdc">Oxfordshire County Council Walking and Cycling Design Standards (2017)</a>, available at: <a href="https://www.oxfordshire.gov.uk/cms/content/transport-development-control-tdc">https://www.oxfordshire.gov.uk/cms/content/transport-development-control-tdc</a> and CLG (2014) Travel plans, transport assessments and statements, available at: <a href="https://www.gov.uk/guidance/travel-plans-transport-assessments-and-statements">https://www.gov.uk/guidance/travel-plans-transport-assessments-and-statements</a></p> <p><sup>b</sup> Highways England (2015) The Strategic Road Network: planning for the future (2015) and Highways England and Circular 02/2013: the strategic road network and the delivery of sustainable development.</p>	
<p><b>Development Policy 18: Public Car Parking in Settlements</b></p> <p>Within the town centres of Abingdon-on-Thames, Wantage and Faringdon and the local centres at Abingdon-on-Thames, Botley, Faringdon, Grove and Wantage, as defined by the Adopted Policies Map, the loss of public car parking, particularly for short stays, will not be permitted if it would adversely affect the vitality and viability of these centres<sup>a</sup>.</p> <p>Any proposals for the replacement of parking should demonstrate how replacement provision will be made of equivalent capacity, accessibility and convenience.</p> <p>Proposals for improving the quality of town centre parking provision will be supported, particularly where the proposals complement <b>Core Policy 32: Retail Development and other Main Town Centre Uses</b>.</p>	<p>In line with the NPPF, the district will support the availability of suitable and sufficient car parking within town and local centres and ensure that proposals for their re-development provides for an equivalent level of parking in accessible and convenient locations.</p>

<sup>a</sup> Proposals should be accompanied by an assessment of parking using parameters agreed by the District and Local Town or Parish Council and demonstrate that the viability of the town and local centre will not be affected.

**Development Policy 19: Lorries and Roadside Services**

The provision of additional service facilities (including facilities for refuelling, car and lorry parking, toilets, refreshment facilities and picnic areas) along the A420 and A34 will be permitted within the boundaries of the following sites identified on the **Adopted Policies**

**Map:**

- i. Milton Interchange
- ii. Buckland, and
- iii. Park Road, Faringdon.

In line with **Core Policy 34: A34 Strategy**, the Council will continue to work with Highways England, the County Council and others on assessment of proposals for any new lorry and / or roadside service areas along the A34 and A420 in the Vale of White Horse where these are seen as required as part of the on-going development of the Route Based Strategy and / or other highway safety reviews.

Safety considerations on the A34 and A420 imply a need to support roadside facilities on these routes. However there is also a need to guard against the unnecessary proliferation of sites. There is also a need to ensure that high standards of provision can be achieved on existing sites on the A34 and A420 before looking to new sites.

## Appendix 1: Assessment of Saved Local Plan 2011 Policies Related to Transport

Policy	Summary of policy	Consistency with NPPF	Reasoning	Inclusion in Local Plan 2031 Part 2?
TR3 A34 related development	<p>Identifies specific locations in proximity to the A34, where development will not be permitted unless necessary improvements to the transport network are secured. The locations identified are:</p> <ul style="list-style-type: none"> <li>• Milton Park</li> <li>• Milton Heights</li> <li>• Harwell Campus</li> <li>• West of Didcot, and</li> <li>• Milton Hill.</li> </ul>	Consistent, in part, with the NPPF	<p>There is no longer a need to retain or update this policy in Local Plan 2031 Part 2 as it was linked to the role of the Highways Agency (now Highways England).</p> <p>The role of Highways England is set out in Highways England (2015) The Strategic Road Network: Planning for the Future and Circular 02/2013: The Strategic Road Network and the Delivery of Sustainable Development, which outline a collaborative approach.</p> <p>In addition, Local Plan 2031 Part 1 includes CP34 which sets out the Council's support to the long-term strategic planning of the A34.</p>	No

TR5 The national cycle network	States that permission will not be granted for development which inhibits the use of existing footpaths or the cycle network for specified locations unless safe, direct and convenient alternatives can be found.	Fully consistent	The policy is no longer applied by the Development Management team and is sufficiently covered by other relevant policies in Local Plan 2031 Part 1 (CP7, CP33 and CP35).	No
TR6 Public car parking in the main settlements	Safeguards existing parking provision within the main settlements and safeguards an area for additional parking in Wantage.	Fully consistent	This policy is used by the Development Management Team and is considered to remain useful.	Yes
TR7 Rail services – Grove Station	Safeguards land for delivering the re-opening of a railway station at Grove.	Consistent, in part, with the NPPF	This policy will continue to be used as the Council continues to support the re-opening of a railway station at Grove and safeguards land for this purpose.	Yes <i>(note: CP19a in Local Plan Part 2: Re-opening of Grove Railway Station updates CP19 in Local Plan Part 1, following new evidence which has led to the refinement of the safeguarded area)</i>
TR10 Lorries and roadside services	States that proposals for roadside services will not be permitted other than at three specified sites: <ul style="list-style-type: none"> <li>• Milton Heights</li> <li>• Buckland, and</li> <li>• Park Road, Faringdon.</li> </ul>	Fully consistent	This policy is used by the Development Management Team and is considered to remain useful.	Yes

## Appendix 2: Summary of ETI Stages

ETI and Local Plan Stage	Growth and Infrastructure Tested	Summary of Conclusions
Submission Local Plan Part 1: Stage 5b ETI (November 2014)	<p>Distribution of 20,560 homes and 23,000 jobs in the Vale along with South East Plan levels of development in the other districts in Oxfordshire.</p> <p>Adopted scenario considers diverting traffic away from the A34 by a new Thames crossing near Culham and a Clifton Hampden bypass, utilising the A415 and A4074 as alternative routes between Didcot, Oxford and Abingdon.</p>	<p>The proposed mitigation for ETI Stage 5b, along with various corridor schemes that are being developed along the A420, A417, A338 and A4130 and enhanced public transport and smarter choices would contribute towards mitigating most, if not all congestion hotspots as well as enabling more people to travel and improve transport choice for all.</p>
Updated Do-minimum (November 2016)	<p>This updates the baseline assumptions that were used to inform the Local Plan Part 1. The land use assumptions for the Do Minimum scenario include a total of 21,748 additional dwellings and 26,379 additional jobs. Development has been included elsewhere in the county at levels agreed with OCC Officers.</p>	<p>Overall, the issues identified along key corridors in the updated Do Minimum are consistent with the ones in LPP1 (ETI Stage 5b) in terms of location and severity. Additionally, the Do-Minimum Option, which contains more development than that assumed in LPP1, leads to other parts of the network exceeding capacity.</p>
Local Plan Part 2 Preferred Options: Stage 1: Clusters (November 2016)	<p>We tested a range of growth options (Clusters) to assist with developing the Local Plan Part 2.</p> <p>In addition to the Do-minimum, Development Clusters ranging in size between 2,200 and</p>	<p>Congestion is forecast to increase as follows:</p> <ul style="list-style-type: none"> <li>• Cluster 1 is forecast to affect the A420 at Botley interchange;</li> <li>• Cluster 2 is forecast to affect the already congested A34;</li> </ul>

ETI and Local Plan Stage	Growth and Infrastructure Tested	Summary of Conclusions
	<p>6,680 dwellings were tested. These were as follows</p> <ul style="list-style-type: none"> <li>• Cluster 1: 6,680 dwellings mainly focused on the A420</li> <li>• Cluster 2: 3,840 dwellings North and West of Abingdon</li> <li>• Cluster 3: 4,590 dwellings South and West of Abingdon</li> <li>• Cluster 4: 2,200 dwellings between Abingdon and Didcot</li> <li>• Cluster 5: 4,600 dwellings in the Harwell and Milton Heights area</li> <li>• Cluster 6: 4,295 dwellings in the Wantage and Grove area</li> </ul> <p>There were no differences between the Do Minimum and the alternative scenarios in terms of transport supply assumptions (highway, Park &amp; Ride, and public transport).</p>	<ul style="list-style-type: none"> <li>• Cluster 3 is forecast to affect the already congested A34 and the A415;</li> <li>• Cluster 4 is forecast to affect the already congested A34 but have some limited impact on the A4130;</li> <li>• Cluster 5 is forecast to affect the already congested A34 and is also forecast to affect the A417 and A4130, but have some limited impact on the A415 and A4185; and</li> <li>• Cluster 6 is forecast to have limited impacts on the A338, A417</li> </ul>

ETI and Local Plan Stage	Growth and Infrastructure Tested	Summary of Conclusions
<p>Local Plan Part 2 Preferred Options: Stage 1: Development Scenarios (January 2017)</p>	<p>More detailed development Scenarios were tested to assist with refining the Local Plan Part 2 process.</p> <p>In addition to the Do-minimum assumptions, Development Scenarios were as follows:</p> <ul style="list-style-type: none"> <li>• Scenario 1: 3,600 dwellings focused on Harwell and Dalton Barracks and four smaller sites</li> <li>• Scenario 2: 3,600 dwellings spread over eleven sites</li> <li>• Scenario 3: 3,600 dwellings spread over thirteen sites</li> <li>• Scenario 4: 5,400 dwellings, adding 1,800 dwellings at South Abingdon to Scenario 1 without mitigation</li> <li>• Scenario 5: 5,400 dwellings, adding 1,800 dwellings at South Abingdon to Scenario 1 with mitigation</li> </ul> <p>There are no differences between the Do Minimum and the modelled scenario tests in terms of transport supply assumptions (highway, park and ride and public transport) except that Scenario 5 includes the South-Abingdon By-pass.</p>	<p>Congestion is forecast to increase as follows:</p> <p>Scenario 1 is forecast to affect network performance along the A34, particularly at the Botley Hinksey Hill and Lodge Hill junctions. Additionally, Scenario 1 is forecast to affect network performance on the A420 Near Cumnor, Fyfield and Southmoor;</p> <p>Scenario 2 is modelled to impact upon network performance along the A34, particularly at the Botley Hinksey Hill and Lodge Hill junctions. Furthermore, the A415 and A420 are forecast to exceed capacity at certain junctions;</p> <p>The modelling forecasts an impact on network performance along the A34 under Scenario 3, particularly at the Botley Hinksey Hill and Lodge Hill junctions. The A420 is modelled to exceed capacity at Cumnor, Fyfield and Southmoor.</p> <p>Under Scenario 4, in addition to network capacity issues identified under Scenario 1, the modelling forecasts capacity impacts at certain junctions along the A417 and A415.</p> <p>The modelling of the South Abingdon by-pass in Scenario 5 is forecast to have improved network performance compared to Scenario 1.</p>

<b>ETI and Local Plan Stage</b>	<b>Growth and Infrastructure Tested</b>	<b>Summary of Conclusions</b>
Current Updated Do-Minimum (July 2017)	<p>The land use assumptions for the Do Minimum Option include homes delivered since 2013, the latest committed development for Vale of White Horse and growth plans in surrounding districts.</p> <p>Table 13 of the Stage 2 ETI Report summarises the highway schemes that have been included in the Do Minimum Option as an addition to the Base Year network.</p>	The updated Do-minimum provides a consistent modelling basis of likely network performance in 2031 against which to compare the potential impacts of the Local Plan Options considered.

ETI and Local Plan Stage	Growth and Infrastructure Tested	Summary of Conclusions
<p>Local Plan Part 2 Preferred Options: Stage 2: Development Options and Mitigation (July 2017)</p>	<p>In addition to the Do Minimum assumptions, the updated Development Options were as follows:</p> <ul style="list-style-type: none"> <li>• Option 1: 3,940 dwellings focused on Harwell Campus and Dalton Barracks and five smaller sites</li> <li>• Option 2: 3,440 dwellings focused on Harwell Campus and Dalton Barracks and four smaller sites</li> <li>• Option 3: 2,840 dwellings focused on Harwell Campus and five smaller sites</li> <li>• Mitigation Scenario: Option 2 with transport mitigation schemes</li> </ul> <p>There are no differences between the Do Minimum and the modelled Options 1, 2 and 3 in terms of transport supply assumptions (highway, park and ride and public transport). Mitigation scenario includes transport mitigation schemes set out section 7.1 of the Stage 2 ETI Report.</p>	<p>Between the Do Minimum forecast and the Local Plan options, the trips generated by additional dwellings in all three Options are likely to increase total delay, travel time and travel distance, with average speed modelled to reduce. Average delay/vehicle (pcu) is an additional metric which is more relatable to the delay that individual vehicles may experience in the forecasts. Delay per pcu is forecast to increase by less than ten seconds among all Local Plan scenarios in comparison with the Do Minimum.</p> <p>The forecast degree of change for the Local Plan Options shows consistent results in relation to the size of proposed developments. Option 1. with the greatest number of additional housing compared to the Do Minimum, is likely to result in the greatest increase in delay, by comparison Option 3 suggests a lower increase in delay.</p>

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