

CHAPTER 4: MOVEMENT

Planning for Sustainable Movement

- 4.1 An efficient and equitable transport system is essential for economic prosperity, to maintain and improve the quality of life and to minimise the effect of movements on the environment. A town's way of life centred on the use of car travel is inefficient and environmentally unsustainable. Everyday car use for trips to work, taking and collecting children from school, shopping, leisure activities or acquiring daily services congests roads, creates pollution, generates noise and visual intrusion, and adds significantly to emissions of carbon dioxide into the atmosphere which contribute to global warming and reduces quality of life.
- 4.2 The economic potential of Watford cannot be achieved if wealth-generating uses are hindered by inefficient transport and high costs imposed by congestion and delay. The transportation strategy for the area (South West Hertfordshire Transportation Study - SWHTS) adopted by Watford Borough Council recognises the need to make efficient use of the road and rail system, accommodating expected growth in transport need by means other than the car, namely passenger transport, cycling and walking and encouraging a reduction in car use. The Council is aware that an accessible and equitable transport system which can lead to a reduction in the overall need to travel can only be achieved by improving co-ordination between the complex network of transport facilities, meeting the accessibility needs of all and improving links between transport and land use planning. Implementation of the SWHTS will be an essential element for achieving this objective. The strategy is a key part of the County's proposals for the Hertfordshire Local Transport Plan 2001-2006.
- 4.3 Land use planning and transport planning policies must work together to enable development to be served in the most efficient and effective ways, to tackle problems of congestion and to safeguard the environment. The location and nature of new development can affect the amount and method of travel. The layout and designs of new development can also affect the choice of transport mode used to access each site.
- 4.4 This Plan is primarily concerned with the development and use of land and it is through this and the Council's influence with the County Council, which is responsible for most transport planning, and other agencies such as the Highways Agency, that it aims to influence transport patterns and to reduce the need to travel.
- 4.5 Such a change away from the emphasis on car use and towards a reduction in the need to travel through changing land use patterns, improvements in passenger transport and cycling and walking facilities, traffic management schemes and a change in people's attitudes to car use will take a long time to achieve but is essential to the future prosperity and well-being of the town, in ensuring equality of access for everyone and in helping to safeguard the environment for future generations.
- 4.6 Without alternative effective means of travel and reduced dependence on the car, businesses and residents in Watford could be placed at an economic disadvantage.
- 4.7 The success of the transport strategy will be judged on its ability to enable Watford's economy to prosper, its minimal effect on the environment, its ability to maintain and improve levels of personal freedom and access for everyone and its contribution to safety. The car will obviously continue to play an important role in personal transport, but within the town it can no longer be catered for as the main mode of travel. Its use must be carefully linked with other travel modes via transport interchange points enabling opportunity for change between car, bus, train, foot and cycle. New development should be located so as to reduce the need to

travel or be within easy reach of interchange points. New development must look towards encouraging greater use of non-car modes of travel. The potential of the Grand Union Canal for the carriage of freight will not be overlooked.

- 4.8 Essential to encouraging less car use and an improvement in travel opportunities for non-car users will be an improvement in passenger transport and cycling and walking facilities; greater attention will be given to their needs when considering new development proposals.
- 4.9 The Council will also encourage a safe and high quality environment for road, rail and canal corridors not only for an improved quality of life, and enhanced image of Watford to travellers and visitors, but also for the benefit of wildlife and in reducing environmental impact. This will be particularly important where any corridor is to be upgraded or altered such as the proposed Croxley Rail Link.

Integrated Transport White Paper

- 4.10 The Government's White Paper on Integrated Transport, which was published in July 1998, sets out the Government's aim of achieving an integrated transport system. The Government hopes to achieve a sustainable transport system which will support policies for increased employment and a stronger economy and which will help increase prosperity and combat social exclusion. Environmental concerns such as global warming and pollution are also key driving forces behind the White Paper, which plans to address global warming through reduced CO₂ emissions and pollution, particularly in residential areas.

Local Transport Plan

- 4.11 The cornerstone of the implementation of Government policy on integrated transport planning is the Local Transport Plan. This is drawn up by the County Council in consultation with Districts and other organisations. The Hertfordshire Local Transport Plan represents a comprehensive and balanced approach to implementing Government policy at County level, and it sets out proposals for delivering integrated transport over a five year period. It covers the co-ordination and improvement of all forms of transport and sets out proposals for the future and the implementation of specific measures.

South West Hertfordshire Transportation Study

- 4.12 The South West Hertfordshire Transportation Study was commissioned by Hertfordshire County, Hertsmere Borough, Three Rivers District and Watford Borough Councils in October 1994. The Study area includes all the Borough of Watford. This study has been endorsed by, and is being implemented by Watford Borough Council and the other partnership authorities. The objectives for the study are as follows:
- improve the quality of life in areas where people live, work, and play by addressing environmental issues relating to transportation;
 - assist in maintaining the vitality and viability of the commercial centres of South West Hertfordshire;
 - promote and develop a transport system in conjunction with land use patterns which provides for the movement of people and goods necessary for the economic and social well-being of South West Hertfordshire's residents; and
 - allow a proper assessment to be made of the impact of any future development proposals and address future movement demands.
- 4.13 The study aims to reverse movement problems raised by consultees within the study area. These problems are as follows:

- the consultees perceive traffic congestion to be a major problem and there is no indication of any alleviation of this;
- car parking and the problems caused by car parking is a significant local issue; and
- the general perceptions towards passenger transport services are negative and that these services do not provide a comparable alternative to the private car.

The Local Transport Plan and the SWHTS are supported by the Council and are reflected throughout the land use and transport policies and objectives within this Plan.

Sustainable Movement Objectives

4.14(1) To promote environmentally sustainable movement and to seek ways to reduce the overall need to travel by integrating land use planning and transportation planning.

(2) To seek to improve, in conjunction with all relevant agencies, the environmental quality of transport corridors and increase their safety for all users.

(3) To meet the accessibility needs of all in a safe and sustainable manner.

(4) To improve co-ordination between the complex network of transport providers and facilities.

(5) To accommodate the expected growth in transport need by means other than the car, namely passenger transport, cycling and walking and to encourage the minimal use of cars as a means of transport.

(6) To tackle congestion by influencing demand, integrating services, improving access, developing interchanges, improving neighbourhoods, developing partnerships, increasing awareness, maximising resources and supporting travel choice.

4.15 T1 South West Hertfordshire Transportation Strategy

The Council supports the proposals set out in the South West Hertfordshire Transportation Strategy and these will be a material consideration in the determination of development proposals.

4.16 Watford Borough Council is fully committed and working closely with Hertfordshire County Council, Three Rivers District Council and Hertsmeire Borough Council towards the implementation of the South West Hertfordshire Transportation Strategy. Funding for South West Hertfordshire Package was first awarded in 1996/97 with DETR having contributed £4.1 million to date. The package is based around a combination of local transport plans and area-wide strategies. The Highways Agency will be consulted on any proposed development close to the trunk road network.

4.17 Within the Borough of Watford some of the key proposals are:

- a) Park & Ride services to Watford town centre (although some sites are outside the Borough boundary)
- b) Watford Junction Interchange improvements
- c) Travel Wise Initiatives
- d) Croxley Rail Link
- e) Improvement to passenger transport services
- f) Leavesden Transport Plan

- g) North Watford Transport Plan
- h) Oxhey Transport Plan
- i) West Watford Transport Plan
- j) Green Route Proposals
- k) Green Zones
- l) Lower High Street/Oxhey Corridor.

4.18 These proposals will not be implemented in isolation, but will be reviewed in the context of the Transport White Paper and the Transport Act 2000. The success of the strategy also has implications for the development of housing, a viable economy and competitive town centre retailing. It is important, therefore, that policies that contribute to these aims incorporate the key objectives of the strategy.

4.19 **T2 Area Based Strategies**

Within the overall South West Hertfordshire Transportation Strategy, the Council will seek the development and implementation of area-based integrated transport strategies in association with the County Council and other agencies. The strategies will be a material consideration in the determination of planning applications.

4.20 The Council is currently involved in developing area-based strategies for North Watford, Leavesden, West Watford and Oxhey (see Map 3 – Area-Based Strategies). The Council will work in partnership with residents, businesses, the County Council and the Highways Agency to develop and implement area-based strategies. The Council will seek to ensure their delivery through a range of means including direct provision, partnership funding and Development Control. The Council will ensure that area based strategies are taken into consideration when deciding planning applications and may enter into legal agreements and/or impose planning conditions to ensure long term benefits are achieved.

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Map3. Area Transport Plans and Green Routes

4.21 **T3 Land Use Strategy**

In considering proposals for development, preference will be given to those sites located within reasonable walking distance of existing passenger transport services. A reasonable walking distance is considered to be within 800 metres of a train station, or 400 metres of a bus stop (except in the town centre where the distance is 200 metres from a bus stop). Where a site does not meet these criteria, the developer should demonstrate the sustainability of the proposed development, including measures to be taken to improve accessibility by non-car modes of travel.

4.22 When considering the passenger transport accessibility of development sites, the size, location (relative to existing passenger transport) and density of development will be important factors. Applications for social/community facilities, or affordable housing should pay special regard to transport provision. The physical layout of sites should, wherever possible, promote the use of passenger transport services and cycling over private car use (see Policy T11).

4.23 **T4 Transport and New Development**

All development proposals, including re-development and changes of use, will be considered against the amount, type and timings of transport movement likely to be generated and the effect thereof on the local highway, passenger transport systems, footpaths, bridleways, greenways and cycle routes and on the environment.

Where developments will have significant transport implications, transport assessments should be prepared and submitted.

Development will be refused where:

- a) the scheme would cause or add significantly to road congestion especially at peak travel times;
- b) the scheme would cause or add to safety problems for road users and non-motorised road users including pedestrians, cyclists and horse-riders;
- c) the traffic or parking generated by the development would adversely affect the quality of the surrounding environment;
- d) there would be inadequate passenger transport provision and/or inadequate facilities for cyclists and pedestrians (see Policies T5 to T16) and no prospect of providing new ones;
- e) there would be inadequate provision for the transport needs of people with wheelchairs, children and mobility disabilities (see Policy CS4 and Appendix 2).

4.24 An essential function of the Plan is controlling the amount and type of transport movement generated by new developments, which would otherwise add to existing road congestion.

4.25 All development proposals will be assessed for their transportation impacts. Government guidance (PPG 13: Transport) requires a transport assessment to be prepared and submitted where the development will have significant transport implications. For small schemes, the transport assessment should simply outline the transport aspects of the application. The Council will require major development schemes (see Glossary for definition) to produce a transport assessment to illustrate accessibility to the site by all modes and the likely modal split of journeys. The assessment should also include details of proposed measures to improve access by passenger transport, walking and cycling (to support modal split targets, as set out in the LTP and updated annually), to reduce the need for parking associated with the proposal and to mitigate transport impacts. Where proposals do not include a range of measures to improve access to the site by non-car modes, the transport assessment should

include an illustration of the potential modal split to the site if such measures were included. In addition the developer must demonstrate that the passenger transport accessibility of the development has been assessed.

- 4.26 Development proposals will need to be carefully considered in terms of the level of car parking provision. A reduction in car use could be encouraged through a limitation of car parking facilities. Where a development enables substantial access by non-car modes of travel then the amount of car parking should be reduced. However, this alone may not ensure a reduction in car use and so developments will need to fund traffic management schemes and where close to residential areas, resident parking schemes to significantly reduce displacement parking on street. Parking and traffic management schemes in the form of controlled parking zones or similar and traffic calming measures may be required within the development where the local circumstances or national guidelines indicate this to be appropriate. Additional contributions towards bus service enhancement schemes (such as bus priority measures) or train service enhancement and the provision of associated infrastructure (e.g. bus stops) may also be required.
- 4.27 Hertfordshire County Council as the highway and transport authority will be consulted on most development proposals and in making recommendations will consider the effect on highway capacity, road safety, environmental impact, road hierarchy, parking provision and accessibility by all modes of transport. Unacceptable proposals will be recommended for refusal unless, as part of the development proposal, sufficient highway and/or other transport improvements can be secured which are considered to provide an adequate balance in highway transport terms.

4.28 **T5 New Development and Green Travel Plans**

All planning applications for development likely to have significant transport implications should be accompanied by a 'Green Travel Plan'. The Council will require the developers/occupiers to enter into legal agreements and/or may impose conditions on a planning permission to ensure that the benefits of such a plan are maintained in the long-term.

- 4.29 Green Travel Plans are an important consideration in planning policy as established by several documents including PPG 13 (2001), Regional Planning Guidance (RPG) 9 for the South East, Hertfordshire County Council Structure Plan (1998), Hertfordshire County Council Local Transport Plan (2001) and County Council guidance on Green Travel Plans. Additionally, the initiative has been developed in consultation with businesses.
- 4.30 Green Travel Plans provide the framework for an organisation to optimise its use of transport through the development and promotion of wider choice in travel modes and travel substitution. They are applicable in managing travel movement associated with existing patterns of development, as well as supporting new development proposals. They can assist the process of introducing new measures, whether voluntary or through regulation or charging. They provide opportunities to inform individuals and organisations of measures that help widen the choices available to them in meeting travel need.
- 4.31 The objectives and purposes of Green Travel Plans reflect the Council's sustainable transport objectives through implementation. Green Travel Plans aim to achieve reductions in car usage and a subsequent transfer to passenger transport modes. Green Travel Plans also aim to create a less hostile environment for pedestrians and cyclists, and to ensure that transport

movements take into account sustainable environmental implications. Additionally they can reduce levels of congestion and car parking.

- 4.32 The Local Transport Plan is designed to discourage the avoidable use of the private car as a method of transport by increasing the effectiveness of passenger transport and other modes of transport. Green Travel Plans aim to complement the maximum parking standards by introducing incentives for passenger transport use and therefore reduce the demand for car parking at a particular development. As a means of implementing the Council's aim for reducing reliance on the private car, the Council will require a Green Travel Plan:
- for all major developments (an office or B1 development of 1500 sq. m. gross floor area or any development of similar trip generation) comprising employment, shopping, leisure (including hotels with conference facilities) and services;
 - for smaller developments of the above land uses where there would be significant traffic generation and where traffic reduction initiatives already occur;
 - for new and expanded school facilities which will be accompanied by a school travel plan to promote safe walking and cycling, restraining parking and car access and providing cycling facilities; and/or
 - where it would help address particular traffic problems.
- 4.33 Regional Planning Guidance for the South East (RPG 9 – March 2001), through Policy T2, asks local planning authorities to establish travel awareness strategies designed to encourage changes in travel habits. Accordingly, the Council will encourage the development of Green Travel Plans for all major travel generating developments.
- 4.34 The Hertfordshire Local Transport Plan promotes a partnership approach with businesses towards Green Travel Plans so that they become part of the planning process for new developments. 25 companies in Hertfordshire are involved through Hertfordshire's Business Travel Wise initiative. It is targeting reduced car usage at new developments and covered 25% of the County's workforce by 2001.
- 4.35 To ensure that the developer operates the agreed Green Travel Plan and to ensure long term benefits are maintained, the Council may impose conditions on planning permission or enter into a legal agreement with the developer relating to the extent and use of on site parking, and measures which would encourage the use of forms of travel by other means than the private car.

Pedestrians

Improvements/Use

- 4.36 Walking accounts for a significant number of journeys, particularly for the young, elderly and those without access to a car, and is increasing in popularity as a leisure activity. Watford has an extensive system of footways consisting of public footpaths, canal towpaths, pavements alongside carriageways, routes through parks, over common land and in town centre pedestrianised areas. However, improvements are needed to encourage greater use, to improve the cleanliness, safety and security of routes, particularly at night, to enable use by everyone, including people with disabilities, and to link into and service existing and new developments.

4.37 T6 Pedestrian Facilities

The Council is committed to maintaining and improving pedestrian facilities and encouraging their greater use by all members of the community for everyday journeys and use by:

- a) seeking to secure wherever possible practical improvements in facilities for safe and convenient movement of pedestrians, including people with disabilities (see Policy CS4). Where appropriate stiles should be replaced with gaps or with plain or kissing gates to BS5709:2001.
- b) supporting the County Council, in association with relevant organisations, in its aims to have all public footpaths and bridleways fully signposted, recorded on the Definitive Map and statement, open and available for use by the public in accordance with the Countryside Agency's target.

4.38 **T7 Pedestrian Facilities In Developments**

The Council will require new development proposals, including redevelopments and changes of use, to provide safe pedestrian access and contributions to improving pedestrian routes to the development site (see SPG 14: Designing for Community Safety).

Footpaths provided as part of development schemes will need to be adequately landscaped (see Policy U6, SPG 12: Landscape Guidelines and SPG 14: Designing for Community Safety)

- 4.39 A key aim of the Plan is to reduce the need for private car journeys in Watford. The ability of people to walk conveniently to and from developments in a pleasant and safe environment can help achieve this. Therefore all development proposals will be considered against the pedestrian facilities, links and routes which can be achieved as part of the development proposal. Creation of new pedestrian routes will be encouraged and links to existing pedestrian facilities and the safe and unhindered movement of pedestrians on the site should be maximised.
- 4.40 Planning obligations to secure pedestrian links and improvement of facilities outside the development site will be sought where opportunities exist to encourage potentially large numbers of pedestrian movements or enable pedestrians to access the development site. A reduction in the required number of car parking spaces for a development could assist in offsetting any costs incurred in meeting the requirement of the planning obligation in respect of pedestrian facilities.

Walking Strategy

- 4.41 The Council will prepare a Walking Strategy to encourage walking as a mode of transport and to improve the pedestrian environment. The Strategy will be used as supplementary guidance to the Plan.

Bridleways

4.42 **T8 Bridleways**

The Council supports the provisions of bridleways in appropriate locations, including part of the London Orbital Bridleroute (H25) in the south-west part of the Borough.

- 4.43 Watford has two short bridleways (shown on the definitive map and statement) which although of limited value to horse riders do provide useful pedestrian links. There are limited practical opportunities for the provision of new bridleways in Watford but wherever possible and

appropriate the Council will seek their provision. Cyclists are permitted to use bridleways. The Council will consider the provision of bridleways in some instances as part of the proposed cycle network. The bridleways in and around the Borough and the route of H25 are illustrated on Map 4 – Bridleways in and around Watford.

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Map 4 – Bridleways

Cyclists

4.44 This section of the Plan is to be read in conjunction with the Council's Cycling Strategy.

4.45 Cycling is the cheapest, most healthy and environmentally friendly method of transport. This is especially the case for short and medium length journeys. In the South West Hertfordshire area, 75% of all weekday journeys are less than 5 miles in length. This is easily within cycling distance. The Council will seek to encourage cycling within the town so that all road journeys within the town are capable of being made safely, legally and conveniently by cycling.

4.46 T9 Cycling

The Council has adopted a Cycling Strategy and is strongly committed to encouraging the use of bicycles by:

- a) **developing a safe and direct network of high quality routes that link the main urban areas within South West Hertfordshire. The network will be modified where necessary using traffic calming, restraint and cycle specific facilities to enable safe and convenient access to destinations;**
- b) **ensuring that all new developments or modifications to existing sites take into account the needs of cyclists, including access to and within the site where appropriate;**
- c) **assessing the feasibility of and implementing new cycle routes or measures which link to the Town Centre Cycle Route or National Route No 6 (The Colne Valley Cycle Route and the Ebury Way);**
- d) **ensuring that new developments or modifications to existing sites provide cycle storage and welfare facilities for employees and visitors; and**
- e) **seeking to promote cycle safety by means of cyclist and driver education through publicity material and training courses.**

The Council will seek to enter into a planning agreement with developers to secure contributions towards the improvement of the cycle network and/or facilities for cyclists, as referred to above.

Shower and Changing Facilities (Non-residential)

4.47 New non-residential development over 1500 sq. m. gross floor area, will be required to provide adequate shower and changing facilities to enable those who have cycled or walked to the development to change in privacy. Shower and changing facilities should be provided at a rate of 1 locker per 5 persons and 1 shower cubicle per 25 persons. Where a lower level of provision, based on fewer personnel, is proposed an assessment will be made on the individual merits of the development.

4.48 T10 Cycle Parking Standards

The Council will expect all new developments to make provision for cyclists. In considering planning applications the Council will expect the cycle parking standards set out in Appendix 2 to be adhered to.

The Council will expect all new developments and conversions to provide a conveniently located, secure, waterproof bicycle storage area either on a unit-by-unit basis or, where this is not appropriate, communally.

4.49 More people may be encouraged to cycle if they had better storage facilities and the Council will therefore encourage the provision of such facilities in all new development. Modern flats are often not big enough, and the need to carry the bicycles up the stairs does not encourage

bicycle ownership. The Council will expect provision to be made in accordance with the secured parking storage standards set out in Appendix 2. It is important to note that these are minimum standards and greater provision will be required in areas with good cycling facilities.

Future Cycling Proposals

- 4.50 The Council's Cycling Strategy Group, formed in 1995 works in conjunction with local cyclists and groups to identify future proposals and to promote cycling.
- 4.51 The Group has developed the Council's Cycling Strategy, which provides a clear and coherent framework for delivering an improved cycle route network and facilities.
- 4.52 The map of proposed future cycle routes (Map 5) has been developed from evaluations of proposals in accordance with the criteria set out in Paragraph 4.23 and in the Strategy. The proposed routes shown on this map are indicative, representing the preferred travel corridor. Implementation of these routes will not commence until detailed examination and full consultation of the options has taken place, in particular with those parties most affected by the proposals. Map 5 is also included in the Council's Cycling Strategy and in SPG 29 – Cycling in Watford. The version of the map within the SPG will be updated on a regular basis, reflecting the changes as routes are implemented. Map 5 will form the basis of the justification for the requirement to provide a cycle route or to contribute to the construction of one. Reference should be made to the most up-to-date version included in SPG 29.
- 4.53 The Council also wishes to see dedicated secure cycle parking at all passenger transport interchanges and large developments.

Safe Routes

- 4.54 A key objective of the Cycling Strategy is to develop a network of cycle routes that link residential areas to schools. The Council is working closely with Hertfordshire County Council on a series of initiatives at a number of schools in the Borough, ensuring that cross boundary links are coherent.

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Map 5: Cycle Routes

Passenger Transport

4.55 Passenger transport is an essential means of travel for most members of the community and, along with cycling and walking, can provide the main elements of an environmentally sustainable transport system in Watford. Both local and long distance services play an important role in reducing the level of car dependence within the Borough. The Council will promote passenger transport as a viable alternative to the private car, in partnership with the County Council and local and long distance bus and train operators, as detailed in the County Council's Passenger Transport Policies (1997).

4.56 **T11 Passenger Transport and New Developments**

Planning applications for major developments proposed within the Borough will be expected to include explicit measures to encourage the use of passenger transport to access the site.

The Council may seek to enter into planning agreements with the developer to provide improved passenger transport facilities and/or services in order to increase the relative attractiveness of passenger transport over the private car for trips to and from developments.

All developments should ensure that direct, safe and convenient pedestrian access to passenger transport services is provided and that the internal layout of the development does not unduly favour access to the buildings by private car over passenger transport.

4.57 Recognising the cumulative effect of many small developments on traffic levels within the Borough, the Council will usually require developers to contribute towards the provision of passenger transport services and facilities, as part of Section 106 agreements, (any contribution by the developer in terms of revenue support is expected to be for a limited time in the short term only and with a maximum cost). Major developments will also be expected to include passenger transport measures within any Green Travel Plan (see Policy T5).

4.58 Moreover, the Council is aware that a mind-set towards private car use needs to be overcome. The Council will expect any new development or redevelopment to incorporate direct and convenient access to passenger transport services as an integral part of the design process. Individual site layouts should maximise the general conveniences and attractiveness of passenger transport as an alternative to the private car, for instance, by situating car parking relatively distant from entrances to buildings, in comparison to passenger transport stops (see Policies T3 and T27)

4.59 **T12 Bus Services**

The Council, in conjunction with the County Council, will seek to encourage the provision and maintenance of bus services which are responsive to local needs and which provide adequately for the local travel needs of everyone. Good passenger transport interchange facilities will be sought in the Town Centre, and at Watford Junction, Watford High Street Station and other railway stations.

4.60 In seeking to implement Policy T12, the Council will regularly consult with the County Council, service operators and users to:

- a) find ways in which to make it easier for people with disabilities to use passenger transport (e.g. the provision of 'kneeling buses' and low-floor buses);

- b) where appropriate and subject to available resources, provide subsidies and support for community transport initiatives (e.g. see Policy CS5) and continue to operate a concessionary fares scheme;
- c) encourage the County Council to provide bus priority and traffic management measures to improve bus access and operation;
- d) whenever possible and appropriate, secure improved and additional bus stop facilities and new long term bus services as part of development proposals;
- e) encourage the use of environmentally friendly buses;
- f) encourage the provision of tailored services to serve the leisure and entertainment facilities in the town centre, including for example, night buses; and
- g) support the provision of publicity for passenger transport services to destinations within and outside of the Borough.

4.61 **T13 Bus Priority Measures**

The Council, in conjunction with the County Council and Bus Operators, will develop and implement a range of bus priority measures to improve the reliability and efficiency of bus services

- 4.62 The Green Route concept is central to improving passenger transport in Watford. It is essentially a partnership between the highway authority and bus operators to improve passenger transport provision on important passenger transport corridors.
- 4.63 The St. Albans Road Green Route forms the first phase of the Watford Green Routes. Eventually the Green Route will extend between Garston and Bushey Arches via St Albans Road, Clarendon Road, the Town Centre and Lower High Street as shown on Map 3.

4.64 **T14 Town Centre Bus Interchange**

The Council has proposed a site, identified on the Proposals Map, for a Town Centre bus interchange, as part of a mixed-use development (see RA1 on the Proposal Map). The Council will work in partnership with residents, business, bus operators, the County Council, the landowners and other stakeholders to seek the implementation of the proposal. The Council will prepare a planning brief for the site that will have full regard to the views and requirements of all relevant interested parties and, in particular, the technical and operational requirements of the telephone exchange and communications infrastructure.

- 4.65 At present, bus services serve the Town Centre from a variety of stops along High Street, Market Street, Clarendon Road, Beechen Grove and Exchange Road, with stops serving bus routes in opposite directions often located far away from each other. The establishment of a Town Centre Bus Interchange that all local bus services could use would improve passenger understanding of the local bus network.
- 4.66 Any new bus interchange should be accessible to all users, with direct and convenient pedestrian access to the rest of the Town Centre, including the Harlequin and Charter Place shopping areas, especially in comparison with existing car-parking facilities.
- 4.67 It is recognised that for operational reasons any redevelopment of the site will need to retain the existing Telephone Exchange building. In addition it is also recognised that, as part of any redevelopment scheme, an area of land of equivalent size to the existing Telephone Exchange car park will be required by BT Plc within the site for both its continuing operational and emergency restoration requirements. The precise siting, use and ownership of this land

will be agreed with BT Plc as part of the detailed planning brief and subsequently through any legal agreements. In seeking the successful implementation of the scheme, the Council will consider the use of compulsory purchase powers for assembling land whilst meeting both the operational and emergency restoration requirements of the Telephone Exchange.

Taxis and Private Hire Vehicles

4.68 T15 Taxi Provision

The Council will support the provision of formal taxi ranks both on the public highway and on private land as part of new development or redevelopment. Such provision will be particularly sought as part of development schemes where the public have regular recourse, such as in major leisure or retail section provision.

4.69 Taxis and private hire vehicles form an important part of passenger transport provision particularly for people who do not have access to a car and for whom bus or train services are unsuitable. As part of the Council's adopted sustainable transportation strategy, the Council will seek to facilitate access to licensed taxi services by improving facilities in the Borough where appropriate.

Railway Services

4.70 Watford is served by a number of inter-city, London outer-suburban and local rail services. The development and full use of station interchange facilities between trains and buses, taxis, cycles, pedestrians and cars will be sought at all railway stations. This may include the provision of park and ride, and parkway facilities to serve Watford Junction Station: the Council aims to maximise the attractiveness of Watford Junction as a regional hub.

4.71 T16 Rail Use

The Council, through consultations with the County Council, Shadow Strategic Rail Authority, Network Rail, the Train Operating Companies, Transport for London and all other relevant agencies will seek to encourage, maintain and improve a rail network which is responsive to the local and long distance travel needs of everyone by:

- a) **assisting in the implementation of the Croxley Rail Link (as identified on the Proposals Map and extending out of the plan area to link with the Metropolitan underground line at Croxley Green) and, where appropriate, securing developer contributions towards the scheme;**
- b) **encouraging the improvement and introduction of transport interchange points at all rail stations in the Borough, particularly at Watford Junction, and at a new station at Ascot Road as part of the Croxley Rail Link (shown on the Proposals Map);**
- c) **encouraging in principle development proposals which seek to make full use of rail services and which through developer contributions enable service improvements;**
- d) **encouraging in principle the use of rail for heavy goods transport;**
- e) **encouraging the provision of international rail services at Watford Junction Station.**

4.72 T17 Croxley Rail Link

The Council supports the Croxley Rail Link, as identified on the Proposals Map, as a Key Transport Proposal (see Policy T20 Transport Proposals) subject to the outcome of any Environmental Impact Assessment undertaken in accordance with Policy SE3 – Environmental Impact Assessment.

4.73 The Croxley Rail Link is a joint proposal by London Underground, Hertfordshire County Council, Watford Borough Council, Three Rivers District Council and Network Rail, and is a
Watford District Plan 2000 (Adopted December 2003) – Written Statement

key element of the South West Hertfordshire Transportation Study. The Scheme links the Metropolitan Line of London Underground with the Network Rail Croxley Green Branch line (service on the latter is presently suspended and a replacement bus service operates instead).

- 4.74 The link would enable Metropolitan Line trains to run directly from Baker Street to Watford Junction and new services to operate between Amersham, Chesham and Rickmansworth and Watford Junction. The project involves the upgrading of existing stations at Watford High Street and Watford West, and a new station at Ascot Road (providing bus, train, car, cycle and pedestrian interchange). The Ascot Road station would replace the existing Watford (Metropolitan Line) station.

4.75 **T18 Hertfordshire East-West Passenger Transport Links**

The Council supports the need to address the issue of east-west travel within Hertfordshire.

The Council will work with the County Council, other local authorities and the University of Hertfordshire on the improvement of passenger transport links between the north-south railway lines, as well as town centres, in Hertfordshire. The Council supports the investigation of a range of options, including a mix of different modes, rather than any one system.

- 4.76 Extensive consultation has taken place over the Central Hertfordshire Passenger Transit System scheme. The preferred way forward was found to be a combination of improvements to the Abbey Line to improve service frequencies and passenger facilities, and high quality bus links to Watford Town Centre and Hatfield from each end of the line. This new emphasis on the integration of existing modes of transport to improve links between the north-south railway lines, and the towns situated on them, is reflected in the new title of the scheme.
- 4.77 The Council will need to be satisfied that any proposed scheme will take account of:
- the impact of the Town Centre and Town Centre Enhancement Scheme;
 - road space and junctions;
 - the scale of any traffic management measures elsewhere on the network; and
 - the impact on the Abbey Branch Line.

4.78 **T19 Canal Transport**

The Council will support any proposal for the use of the Grand Union Canal for freight or passenger transport purposes or recreational use, provided the landscape and amenity value of the Grand Union Canal Corridor identified on the Proposals Map will not be threatened (see Policy SE19 and Policy SE26).

- 4.79 The Grand Union Canal passes through the northern and western part of the Town, its present importance being mainly that of a recreational facility which forms a valuable component of the overall landscape and amenity character of the Grand Union Canal Corridor. The Council recognises the value and potential of the canal network for both freight and passenger transport and, in principle, supports its use for such purposes.

Highway Network

- 4.80 Roads must be designed to cater for the different levels and type of transport that they are expected to carry and their character developed to suit their purpose. Traffic, particularly heavy goods vehicles, should be concentrated on main roads which avoid residential areas and are designed to carry large volumes of through traffic. Local distributor roads need to be developed to give greater priority to buses, pedestrians and cyclists. Residential roads should be made safer environments for pedestrians, and in some instances, horse riders. Here, cars should be given less dominance, be forced to travel at slow speeds and only allowed for access purposes. In this regard, the Council will seek improvements to the highway network through highway improvements, new roads and traffic management schemes on the basis of:
- a) facilitating the intended use and function of individual roads and road networks, and discouraging inappropriate road schemes which lead to the overloading of other unsuitable roads;
 - b) achieving substantial environmental benefits;
 - c) reducing road collision;
 - d) improving facilities for buses, cyclists and pedestrians and, where appropriate, horse riders;
 - e) enabling or encouraging a reduction in the overall need to travel;
 - f) improving the environmental quality of existing transport corridors; and
 - g) introducing 20mph zones where appropriate.

4.81 T20 Transport Proposals

Hertfordshire County Council proposes the following transport schemes:

- a) **Croxley Rail Link**
- b) **Cardiff Road Link**
- c) **Watford Junction Interchange Improvement**
- d) **HGV and Bus only Link between Tolpits Lane and Caxton Way.**

The anticipated land take of these schemes is shown on the Proposals Map as safeguarded areas

- 4.82 Transport proposals for Hertfordshire are set out in the County Council's Local Transport Plan, which has been developed in partnership with the district councils. It covers a five year programme of schemes promoted by the County Council in its role as highway authority and includes, where possible, schemes promoted by other organisations including motorways and trunk roads and rail schemes. The Local Transport Plan will be reviewed every five years for the period from April 2001.

- 4.83 The Local Transport Plan includes the following capital schemes for Watford.

- a) **Croxley Rail Link.**
The Croxley Rail Link involves linking London Underground's Metropolitan Line with the Network Rail branch at Croxley in order that underground trains can run between Baker Street and the centre of Watford. The scheme will also include the upgrade of stations at Watford West and Watford High Street and a new station at Ascot Road. The scheme will be project managed by Network Rail and supported in conjunction with London Underground Ltd., Watford Borough Council, Three Rivers District Council and Hertfordshire County Council.
- b) **Cardiff Road Link**
This road scheme will improve access for economic regeneration purposes in West Watford. The Link Road will cross the redevelopment site joining Wiggshall Road to the rear of Watford General Hospital. The scheme will also provide improved access to Watford Stadium and reduce rat running and congestion in residential streets in West Watford.

c) **Watford Junction Interchange – Colonial Way Link**

Major changes are proposed to Watford Junction Station to provide improved access and interchange facilities. These may include the provision of additional platforms and redesigned passenger transport interchanges at the front and rear of the station. An access road connection to the new interchange at the rear of the station is also proposed. The new road will begin at Colonial Way, connecting with a new junction to provide a new access to the station and ending at St Albans Road.

d) **Tolpits Lane and Ascot Road HGV and Bus Link**

Herfordshire County Council have proposed an HGV and Bus Link to connect Tolpits Lane and Ascot Road through the Croxley Industrial Estate. The scheme is intended to take HGVs off residential roads in West Watford and enable better bus connections to the industrial estate.

Abandoned Routes

- 4.84 For the sake of clarity the West Watford Relief Road and the Wiggshall Road Link proposals are abandoned and are no longer safeguarded routes. The proposals to relieve congestion on Pinner Road have also been abandoned as the environmental and financial costs outweigh the limited economic benefits of the scheme. The removal of safeguarding does not imply any downgrading of safety or traffic considerations.

Access and Servicing Facilities

- 4.85 Adequate access and servicing facilities are essential for the efficient use of land and to prevent traffic congestion, increased collision risk and detriment to the environment.

4.86 **T21 Access and Servicing**

All development proposals including redevelopments, changes of use or extensions to existing developments should include adequate provision for access/egress and servicing arrangements to meet the necessary safety and capacity requirements. The Council will also seek to ensure that the needs for access and service arrangements are taken into account fully in the design of all public and private highway improvement schemes.

The Council will normally require redevelopment schemes within the Town Centre to provide rear servicing facilities so as to avoid access via the High Street.

- 4.87 In all developments, either new, redevelopment or change of use, the main impact of vehicular movement is in the immediate vicinity of site. i.e., at the access/egress points. Suitability of access/egress arrangements is a key consideration in determining a development proposal. An access can be refused due to poor design/visibility or inadequate capacity.
- 4.88 The Town Centre Enhancement Scheme introduced access restrictions on parts of the High Street in order to create a pedestrian dominated environment (with facilities for cycling). Redevelopment should provide rear access to ensure that added pressure is not put on the limited on-street servicing provided, and also to help reduce the number of motorised vehicles on the High Street.

Car Parking

Car Parking Strategy

- 4.89 The Council has an integrated parking strategy, which operates on the recognition that simply lowering car parking standards without putting in place other measures will not be sustainable. The South West Hertfordshire Transportation Study suggests that the car parking strategy should aim for a sensitive application of parking policy such that the primary function(s) of each area is provided for, whilst seeking to manage demand for available parking and road space at busy times.
- 4.90 The SWHTS proposes that the parking strategy should seek to:
- hold off street parking provision at today's level and manage demand by pricing and the development of park and ride;
 - reduce the availability of on-street parking space in residential areas, both for long and short term parking, particularly in respect to visitors to Watford;
 - provide residents' parking schemes in areas around the town centre, which will enable residents and their visitors to park locally to their home at all times; and
 - review parking standards downwards for new developments in the older urban areas and close to important passenger transport nodes; and develop park and ride facilities outside of the town centre to contribute to a reduction in local traffic demand at peak times in the central area.
- 4.91 The four components of the car parking strategy are:
- a) Lower parking standards for new developments
 - b) Review of public car parking charges
 - c) Controlled Parking Zone (CPZ) and Special Parking Area
 - d) Park and Ride.

4.92 T22 Car Parking Standards

All development will be expected to comply with the parking standards set out in Appendix 2. On-site parking will not be permitted in excess of the maximum appropriate for the zone in which the site is located. Non-residential development will be expected to provide sufficient on-site parking to meet operational needs and the needs of disabled motorists.

- 4.93 The level and location of car parking provided in a development can encourage or discourage users of the development to travel to and from the site by means other than the car. The car parking standards are set out in Appendix 2. The standards are based on maximum demand-based parking as set out in Structure Plan Policy 25: Car Parking, and reduced as appropriate in accordance with the principle set out in Hertfordshire County Council Car Parking Supplementary Planning Guidance: Parking in New Development (December 2000).
- 4.94 The use of inappropriately high trip rates in parking accumulation calculations to try to justify additional parking will be challenged. Trip rates used for sensitivity tests of access arrangements are not generally appropriate for parking demand calculations.

Commuted Payments

- 4.95 Commuted parking payments are to be replaced by accessibility charges: the charges will relate to the traffic impact of the new development, by applying a fixed charge per space to residual on-site car parking (spaces allowed on site after restraint has been applied). The proceeds will then be directed in most cases to stated LTP accessibility objectives (passenger

transport, walking and cycling) relating to the development. This should reduce payments for town-centre developments but increase them for permitted out-of-centre sites.

4.96 **T23 Non-Residential Development**

All major non-residential development should be in locations with the potential for good access by means of travel other than the private car to reduce the demand for more car-based travel.

4.97 The car parking standards for non-residential development (retail and commercial) are based on the principle of zonal restraint set out in Appendix 2 of this plan and will be the starting point for progressive reductions in on-site provision. The amount of restraint to be applied is linked to passenger transport accessibility and the location of retail and employment facilities.

4.98 The Council's aim is to reduce the level of car parking for developments as far as possible especially in locations that are well served by passenger transport such as the Town Centre, close to railway stations and bus interchange points (Zone 1). This reduction in car parking provision should be taken to encourage people to use modes of travel other than the car.

4.99 The Borough has been zoned to reflect different levels of car accessibility (see Appendix 2, Map 7). Standards are set for all forms of new development irrespective of their locations within Watford. The amount of parking and parking restriction applied would depend on the zone that each development is located. The standards also apply to extensions. In deciding if the proposed development will generate additional parking, the Council will take into consideration the number of employees and the level of transport activity generated by the employees.

4.100 **T24 Residential Development**

Planning permission will only be granted for residential use where the full parking needs generated can be met on site, and off the public highway unless the site is in a suitable Town Centre site or other location with good access to passenger transport.

4.101 The residential standards set out in Appendix 2 are maximum standards and are subject to restraint using the zonal method. Significantly lower levels of parking provision may be acceptable where demand for parking is likely to be less and any tendency for overspill on-street is or can be controlled e.g. high density housing in town centres or near rail stations, housing over shops, or if the development is to bring into use derelict or empty properties. Developments will be deemed to have good access to transport if they are within walking distance of existing passenger transport services, i.e. located within 400 metres of a bus stop (except in the town centre where the distance is 200 metres), or within 800 metres of a train station or interchange. Nevertheless, unless circumstances such as these apply, residential development will generally be expected to accommodate all parking demand on site. Where such development is proposed within an existing Controlled Parking Zone, the Council will remove the rights of future occupiers to receive permits for on-street parking wherever insufficient off-street parking is proposed.

4.102 Lower residential standards are set out in Appendix 2 for types of development where demand is likely to be less than for family housing e.g. housing for elderly people and houses in multiple occupation.

4.103 **T25 On-Street Parking Control**

The Council will introduce parking control measures and residents' priority parking schemes on appropriate streets in residential areas as resources permit.

4.104 Watford Borough Council operates residents' and business permit schemes to control on-street car parking in Central Watford. The 13 Controlled Parking Zones (CPZs) aim to restrain on-street car parking in the older residential and commercial areas of Watford where dwellings have no off-street provision such as private car parking spaces, driveways or garages. In addition, visitor parking is controlled by permits and/or parking meters. A separate scheme, known as matchday parking, is in operation to control on-street parking around the football stadium in Vicarage Road. This prevents spectators parking their cars in residential streets around the stadium, with the aim of reducing congestion before and after matches and keeping roads clear for emergency vehicles.

4.105 **T26 Car Free Residential Development**

Car free residential development will be considered in suitable locations which are highly accessible by passenger transport, close to amenities and services, subject to the provision of satisfactory site covenants, on-street parking controls and measures to control displaced parking in adjacent areas.

4.106 The Council recognises the potential for occupiers of car free development to own cars and create a nuisance by parking in other residential areas. To this end, the Council will seek to ensure that on-site covenant and planning obligations are binding on occupiers of the residential dwellings as well as the developers. Occupiers of such dwellings will not be entitled to residents' on-street parking permits.

4.107 **T27 Car Park Location and Design**

All new car parking should be designed, located and landscaped so as to have a minimal impact on the quality of the local environment and to give priority of access to the development by people arriving and leaving by passenger transport, on foot or on cycle.

4.108 Car parking schemes should discourage employee commuter travel by private car. Where new parking is provided for public use, it should be to suitable standards for operation and safety, for example, as advised by the 'secured by design' scheme. The County Council has prepared Supplementary Planning Guidance on "Guidelines on Dimensions and Layout of Car Parking Spaces" which will be a material consideration in the determination of planning applications providing car parking spaces.

4.109 **T28 Park and Ride**

The Council recognises the need for park and ride as part of the integrated approach to tackling congestion and will endeavour to explore opportunities for park and ride facilities in or around Watford.

4.110 Preparatory work on the South West Hertfordshire Transportation Strategy (1996) identified excessive congestion in the area as a result of inadequate passenger transport services and excessive usage of private cars. Further to the demonstration that the operation of a park and ride scheme would attract a modal transfer of up to 19% away from private car journeys, the resulting South West Hertfordshire Transportation Study (1996) included a proposal for bus-based park and ride into Watford town centre, with a number of potential sites identified within the study area, located close to motorways and motorway connections. A review of the 1996

South West Hertfordshire Transportation Strategy is underway, which will update the work in respect of park and ride, and seek to identify appropriate sites.

4.111 In the meantime, the Council continues to acknowledge the transport and congestion reduction benefits that a park and ride scheme can bring, and park and ride remains a part of the Council's wider parking strategy, as set out in Paragraph 4.91. Any proposed scheme will be considered alongside a broader plan to restrict car parking in the town centre to 1996 levels, as set out in the South West Hertfordshire Transportation Strategy, or to any superseded figure to be incorporated in the review of the strategy. From 2003, the Council will work in partnership with adjoining authorities, land owners, the County Council, the Highways Agency, businesses and residents to realise these benefits, in the context of the review of the South West Hertfordshire Transportation Strategy.

4.112 **T29 Powered Two-Wheelers**

The Council will encourage the provision of adequate parking facilities for powered two-wheelers in major development.

The Council will work with the County Council and other partners to:

- a) encourage the safe use of powered two wheelers through education and training; and**
- b) ensure the needs of powered two-wheeler users and powered carts for people with disabilities is taken into consideration in the design and implementation of all transport schemes.**

4.113 The term "powered two-wheelers" incorporates a wide range of vehicles from the smallest moped to the largest high-performance motorcycle. At the smaller end of this range, powered two-wheelers can help to deliver environmental improvements if they substitute for single-occupancy car use. Motor cycles, scooters and mopeds also have a significant part to play in reducing traffic growth and easing congestion in towns and cities. The powered two-wheeler is an economical means of transport with lower environmental impacts which can add to existing travel options. It can reduce journey times, it is space efficient and it could have a major part to play in providing convenient and efficient personal mobility in towns such as Watford. However, these benefits will not be realised if the transfer is from walking, cycling or passenger transport. The design and management of movements on the public highway should take into consideration the different requirements of powered two-wheelers for safe travel when formulating transport schemes. The Council will not encourage motorcycles in bus lanes, cycle lanes, advanced stop lines or vehicle-restricted areas.

4.114 **T30 Lorries in Residential Areas**

The Council will seek local bans and restrictions on the movement of lorries along residential roads, especially at night-time and weekends.

4.115 Local lorry controls should be developed, particularly for roads which have a significant residential content and which suffer from particularly heavy flows at present. Regard will be paid to the access needs of local firms, and the enforceability of any restrictions, as well as to the severity of the present intrusion and the availability of (and effect upon) alternative routes. Measures could include restrictions on vehicle size for specified roads or areas, and for certain time periods. The Council recognises the need for the effective enforcement of any lorry bans in the Borough.