



Chapter 2

Transport and Movement Considerations

Streetscape Design Guide 2025

Worcestershire County Council

Contents

| | |
|--|----|
| Transport and Movement Considerations | 3 |
| 1. Local Highway Authority responsibility in response to a consultation..... | 3 |
| 2. Manual for Streets (MfS) 1 and 2..... | 3 |
| 3. Design manual for Roads and Bridges (DMRB)..... | 4 |
| 4. Departures from standards..... | 5 |
| 5. Sustainability requirements | 6 |
| 6. Active Travel design considerations..... | 7 |
| 7. Designing for walking, wheeling cycling and horse riding | 7 |
| 8. Pre-Application Advice | 8 |
| 9. Equality Act (2010) and Inclusivity | 8 |
| 10. Health Impact Assessments (HIA's) | 9 |
| 11. Transport Plans, Assessments and Statements | 10 |
| 12. Householder Applications..... | 11 |

Transport and Movement Considerations

1. Local Highway Authority responsibility in response to a consultation

The Local Highway Authority (LHA) acts as a statutory consultee to the relevant Local Planning Authority (LPA) in relation to planning application submissions. The role of the Local Highway Authority is to analyse the information accompanying the planning application submission and provide advice in the form of a highway's recommendation, to the relevant Local Planning Authority, alongside other consultees.

The LHA can recommend refusal of a planning application to the LPA if the proposed development would negatively impact highway safety or capacity, or conflict with transportation policy. This recommendation is based on the LHA's assessment of the development's potential impact on the local road network and its ability to handle increased traffic:

“A Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.”

National Planning Policy Framework (NPPF) 2024 section 116

In assessing planning consultations, Worcestershire County Council will consider the proposal alongside the Local Plan policy and National Planning Policy Framework (2024) prior to making a recommendation to an LPA.

The LPA takes a neutral position regarding the development itself. Refusal is only recommended where shortfalls in highway standards would lead to a tangible deterioration in highway safety or capacity, or where there is a clear conflict with our transportation policy. Where a proposed development scheme is identified to impact on the Strategic Road Network (SRN), the relevant Local Planning Authority will consult with National Highways who are responsible for managing it.

If there is lack of clarity about the proposal and there are safety concerns, Worcestershire County Council acting as the LHA will request further information.

The relevant Local Planning Authority is entitled to consider its own view, in the light of advice provided by all consultees, including non-highway recommendations, which may or may not conflict with the highway's advice. The Local Planning Authority is then required to reach a planning decision, having taken these numerous factors into account.

2. Manual for Streets (MfS) 1 and 2

[Manual for Streets 1 \(2007\)](#) and [Manual for Streets 2 \(2010\)](#) aim to improve the quality of streets and public spaces by shifting the focus in street design from solely prioritising traffic movement to

prioritising people and place. Manual for Streets 1 focuses on residential streets, whilst Manual for Streets 2 extends the principles to busier, urban and rural streets.

Whilst these manuals are predominantly for the design, construction, adoption and maintenance of new residential streets, they also apply to existing residential streets subject to re-design. They aim to assist in the creation of high quality residential streets that:

- build and strengthen communities;
- balance the needs of all users;
- form part of a well-connected network;
- create safe and attractive places which have their own identity; and
- are cost-effective to construct and maintain.

The manuals state that the design of any new road or improvements to an existing road, should follow a user hierarchy as set out below in the preferred order of priority:

1. Pedestrians and wheelers
2. Cyclists and horse riders
3. Public transport users
4. Specialist service vehicles i.e. emergency services, waste etc.
5. Other motor traffic

This Streetscape Design Guide refers to guidance in the Manual for Streets 1 and 2, in conjunction with [Local Transport Note 1/20 \(LTN1/20\)](#) which provides guidance and good practice for the design of cycle infrastructure. All of which are to ensure the safety of the prioritised road users above.

The objective of the Streetscape Design Guide is to enable designers to create safe, distinctive high-quality streets within developments, whilst ensuring that planned transport infrastructure is safe and resilient, digital infrastructure and future connectivity is considered, and that publicly adopted streets stands the test of time and are cost-effective to maintain in the future. It is important to consider these elements together in the early design stages as Worcestershire County Council advocate a 'dig once policy' and to not retrofit requirements.

3. Design manual for Roads and Bridges (DMRB)

[The Design Manual for Roads and Bridges \(DMRB\)](#), is a set of standards specifically aimed at the Strategic Road Network (SRN) that is managed by National Highways. However, any new roads of a similar nature constructed by Worcestershire County Council should be built to the same standard, if they are to be considered for adoption where appropriate. For all other roads, the decisions on the choice of standards and their incorporation into designs sit with the Local Highway Authority. As the Design Manual for Roads and Bridges sets out the current best practice for highway design, it is the preferred design for highway improvement schemes within Worcestershire.

The Design Manual for Roads and Bridges is also applicable to the Local Highway Authority's managed highway network as it includes high-speed roads, rural roads, large roundabouts and signalised junctions.

Worcestershire County Council will consider the use of Manual for Streets 1 and 2 and the standards set out in the Design Manual for Roads and Bridges where applicable, when it is a consultee for a planning application.

All roads to be considered for adoption must be constructed to an adoptable standard with the appropriate road markings as prescribed by Department for Transport in the [Traffic Signals - Chapter 5 - Road Markings](#)

In addition to this Guide, there are number of other relevant national guidance documents which are listed in Appendix B. The County Council expects the Design Manual for Roads and Bridges to be the primary design manual used for new improvements and the developer's attention is drawn to GG10 which states:

'Where a Local Highway Authority decides to use the Design Manual for Roads and Bridges in whole or in part for development of its own highway/road network, the overseeing organisation is defined in accordance with their own procedures.'

Please consult Worcestershire County Council for early advice and clarification as each development will be considered on a case-by-case basis.

4. Departures from standards

Departures from the Design Manual for Roads and Bridges (DMRB) standards for carriageway design are sometimes necessary to address practical challenges and incorporate innovative solutions. These departures, while deviations from the standard guidelines, can be essential for overcoming physical limitations like land constraints. They are subject to a formal approval process and require thorough justification with the Local Highway Authority.

Despite the range of flexibility with standards that exist with respect to virtually all the significant road design features, there are situations in which the application of even the minimum criteria (including any allowable Relaxations), would result in safety, technical, programme, financial, or environmental negative impacts greater than the benefits that would be obtained by incorporating the proposed departure.

In other circumstances, innovation, cost or performance considerations may result in a departure being proposed, providing it takes account of durability/maintenance and network resilience considerations and is consistent with current legislation, policy and the long-term route management strategy. If the proposed design contradicts or is below the mandatory requirements of the current standards, or permitted as relaxation, then it is known as a 'departure'.

When deciding if the departures process needs to be applied, the designer should compare the design against the declared standard, which may not always be the DMRB standard. Design standards are developed with future maintenance and whole-life costs in mind. Such issues must be considered in any non-standard situation and without effective safeguards, there is a possibility that future problems may be built into designs. Where departures from standard are accepted and implemented, the demonstration of a suitable process and provision of an audit trail is of high importance in defending the decisions taken.

For more information on departures from standards, please see [departures from standards procedures for local highway authorities 17 oct 2011-1.pdf](#)

Any departures or relaxations should be identified at an early stage and developers should seek advice with Worcestershire County Council.

5. Sustainability requirements

Worcestershire County Council as the Local Highway Authority provides the following criteria to determine if a development site meets the following sustainability requirements:

- a) The site must offer a genuine choice of transport modes that can be easily accessed that follow a user hierarchy as set out in the preferred order of priority (pedestrians, cycling, wheeling and public transport).
- b) The site should have access to a basic level of amenities, including education, employment, health, and retail. These should be accessible by travel modes other than the private car, especially for short journeys.
- c) The Chartered Institution of Highways and Transportation (CIHT), supported by Government published statistics, advocate that walking is a viable travel choice for up to 2,000 metres (approximately 25 minutes), where short journeys are required. Cycling has the potential to substitute short car trips, particularly those under 5 km (approximately 25 minutes). [The Department for Transport Cycling and Walking Investment Strategy](#) states that two out of every three personal trips are within five miles. This is an achievable distance to cycle for most people, with many shorter journeys also suitable for walking. However, safety and the condition of the route are important considerations. Public transport is best considered for longer journeys.
- d) Development locations that do not comply with the above guidance are likely to be deemed contrary to policy requirements. They are unlikely to receive a favourable planning response from the Local Highway Authority.
- e) Developments that lead to an intensification of use (more vehicle trips), but which are isolated in the countryside, will need to be reviewed on a case-by-case basis by the Local Highway Authority based.

6. Active Travel design considerations

At a local development level, there is a significant opportunity to design streets that prioritise walking, wheeling, cycling, including equestrian users and using public transport. This guidance aims to create streets that facilitate travel choice, good design and safety for all users. However, if we continue to allocate the same levels of carriageway space primarily for vehicles without consideration for active travel, then reclaiming space in the future for active travel will be challenging.

Integrating these design principles supports the vision of '20-minute neighbourhoods where residents can access most of their daily needs within a short walk or cycle ride from their homes.

In rural locations, public transport limitations mean that creating a modal shift is challenging. However, joined-up active travel routes where possible will need careful consideration. Additionally, ensuring that site allocations are chosen with input from relevant stakeholders will help support rural sustainability efforts.

Designers should always endeavour to provide infrastructure that meets these principles and therefore, caters for the broadest range of users, including equestrian users, by referring to LTN/120 and junction design published by [Active Travel England](#). These principles help inform decision making throughout the design process and aim to avoid unsafe and unsuitable infrastructure.

Guidance published by The Department for Transport (2021): [Inclusive Mobility. A Guide to Best Practice on Access to Pedestrian and Transport Infrastructure](#) should be referred to. It describes features that need to be considered in the provision of an inclusive environment and issues related to disabling barriers, the use of technology, maintenance, awareness of the needs of disabled people, and engagement.

7. Designing for walking, wheeling cycling and horse riding

Developers should make specific reference to "[DMRB CD 143 designing for walking, cycling and horse-riding](#)". It advocates that walking, cycling and horse-riding routes shall be free from unnecessary diversions, frequent obstacles and fragmented facilities to achieve the five core design principles:

1. **Coherence:** Link trip origins and destinations, including public transport access points. Routes are continuous and easy to navigate.
2. **Directness:** Serve all the main destinations and seek to offer an advantage in terms of distance and journey time.
3. **Comfort:** Infrastructure meets design standards and caters for all types of users, including children, equestrians and disabled persons.
4. **Attractiveness:** Aesthetics, noise reduction and integration with surrounding areas are important.

5. **Safety:** Dedicated networks and facilities not only improve pedestrian, cyclist and equestrian safety, but also their feeling of how safe the environment is. This includes access to adjacent areas, sightlines, fencing, lighting, landscaping and surveillance. It also includes avoiding opportunities for assailants to conceal themselves.

These five principles are also emphasised in [Cycle infrastructure design \(LTN1/20\)](#).

To ensure the safety of equestrian users, it is particularly advisable that developers refer to these guidance documents in the early design process and also consult with the [British Horse Society](#) for additional advice with equestrian specific queries.

8. Pre-Application Advice

Prior to the preparation of technical documents accompanying a future planning application submission, developers are encouraged to engage with Worcestershire County Council in pre-application highways discussions and with the relevant Local Planning Authority.

Scoping or pre-application discussions with the Local Highway Authority can help to avoid unnecessary or abortive work. These discussions are often accompanied by the submission of a Scoping Note or initial details of the proposals. In these discussions, Worcestershire County Council as the Local Highway Authority would expect to see details about the site's geographical location, existing constraints, development proposals and access arrangements. Additional information that can be supplied is helpful to the Local Highway Authority to identify any areas that need attention. This feedback will aid the applicant in the preparation of a future Transport Assessment and Statement.

Developers should apply for [pre-application advice online](#). The advice given is chargeable and does not bind the council's decision-making or constitute a formal representation by the Local Highway Authority. Any views or opinions expressed by the Authority are given with 'best endeavours and without prejudice' to the formal consideration of any future planning application. The written advice provided will be taken into consideration (time limited) by the council, in the representation of any future related planning application. This is, however, subject to the provision that circumstances and/or information may change, that may alter that position. Applicants are also advised to engage with the Local Planning Authority at the same time to ensure they are fully aware of the local policy context.

9. Equality Act (2010) and Inclusivity

[The Equality Act 2010](#) places councils under the 'public sector equality duty'. Worcestershire County Council is obliged through the Equality Act 2010 to have due regard to the access needs of all people. The Local Highway Authority will take account of this duty in planning and reviewing services, and in consideration of all planning application submissions.

Applicants should ensure that they have considered the needs of all users, including those with protected characteristics. This approach should be clearly demonstrated within the Transport Assessment / Statement accompanying the planning application.

To create an inclusive and accessible environment, consideration must be given to the integral relationships between the position and orientation of buildings in conjunction with the topography, pedestrian routes, access roads and parking areas, whilst also addressing other design, safety, and sustainability requirements. When considering proposals, Worcestershire County Council will also be mindful of the duty to 'advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it.' When applied to new residential or commercial developments, this means that roads and footways should be usable by all members of the public, including the elderly, children, and people with disabilities such as sensory impairments, mobility needs and learning disabilities.

Consideration must be given to the requirements of the Department for Transport's publication '[Inclusive Mobility](#)'. This is important guidance to design streets to ensure everyone can enjoy the benefits of Active Travel. If the gradients of the carriageway or footway are greater than prescribed in the guidance, then alternative, convenient and safe alternative routes should be provided that give the same overall level of access as the carriageway network. However, what is deemed 'reasonable' will depend upon the circumstances. For example, the topography of a site or any existing development might affect what it would be reasonable to provide.

10. Health Impact Assessments (HIA's)

The [National Planning Policy Framework \(NPPF\) 2024](#) sets out the Government's planning policies, including a specific requirement to promote healthy and safe communities (Section 8 of the NPPF), and to draw on evidence for health and wellbeing requirements. The NPPF is supported by [National Planning Practice Guidance \(NPPG\)](#) which further outlines the importance of health and wellbeing in planning.

In Worcestershire, a Health Impact Assessment (HIA) aims to evaluate the potential health effects of a plan, policy, or project. It is used to identify both positive and negative impacts on the population, particularly focusing on vulnerable or disadvantaged groups. HIAs in Worcestershire are used to ensure that health considerations are integrated into the planning process, promoting public health and well-being. A HIA needs to be completed by developers to consider and mitigate any unintended impacts.

Although developed for South Worcestershire, the HIA guidance is relevant for applicants, relevant organisations and the wider community to help deliver healthier developments that include measures such as:

- Sustainable development
- Green infrastructure and play spaces/recreation

- Urban form
- Housing and employment
- Age-friendly environments
- Air quality, noise, light and water management
- Active travel
- Encouraging healthier food choices

For more information about HIAs and local area data for health and wellbeing, please refer to our [South Worcestershire Planning for Health SPD](#) website.

11. Transport Plans, Assessments and Statements

[The National Planning Policy Framework \(NPPF\) 2024, section 118](#) states that:

“All developments that will generate significant amounts of movements should be required to provide a Travel Plan and the application should be supported by a Transport Statement or Transport Assessment so that the likely impacts of the proposal can be assessed and monitored.”

Transport Assessments are detailed studies that focus on the design, accessibility and transport implications of a new development on the highway network, including, but not limited to, network capacity, highway safety and sustainable travel.

Transport Assessments and Statements are ways of assessing the potential transport impacts of developments (and they may propose mitigation measures to promote sustainable development and include proposals to mitigate the impact of the development on the highway network).

The general Transport Assessment methodology adopted by Worcestershire County Council aligns with the NPPF and guidance for [Travel Plans, Transport Assessments and Statements](#) published by the Ministry of Housing, Communities and Local Government (MHCLG).

The provision of a Travel Plan, including Personalised Travel Planning, is required for all residential developments of fifty dwellings or more. Developments under fifty dwellings must instead produce a ‘Welcome Pack,’ in accordance with Worcestershire County Council’s guidelines.

There are no Travel Planning requirements from the Local Highway Authority for residential sites of five or less dwellings, but this does not mean that sustainable transport should not be encouraged where possible.

Worcestershire County Council may also interpret the need for an assessment considering local circumstances, site-specific issues, and qualitative factors, which are not captured by this document.

Every Transport Assessment must be accompanied by a Travel Plan that is compliant with Worcestershire County Council's guidelines. The threshold requirements for a Travel Plan and Assessment are for guidance only and may be changed in line with subsequent reviews.

Highway Pre-application advice should be sought to determine the scope and level of assessment required prior to the submission and validation of a planning application.

12. Householder Applications

For minor applications (i.e., household extensions and new or altered access arrangements), a guide detailing the Local Highway Authority requirements in relation to a planning application submission is outlined in Appendix E.

This information does not fit every circumstance, therefore, discussion with the Local Highway Authority is advised if the requirements for a particular site are unclear.