



HVJ TRANSPORT LTD

TRANSPORT ACCESS APPRAISAL

PROPOSED CHANGE OF USE FROM A 6 BED TO A 7 BED HMO

AT

2, GOSLYN CLOSE, HEADINGTON, OXFORD, OXFORDSHIRE, OX3 7ND

ON BEHALF OF DR MARK HINNELLS

PROJECT NO. P922

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1 INTRODUCTION AND SCOPE

- 1.1 This report is based upon instructions from Dr Mark Hinnells regarding the proposed residential development of the change of use from a 6 bed HMO (house in multiple occupation) to a 7 bed HMO with three car parking spaces at 2 Goslyn Close, Headington, Oxford, Oxfordshire. Planning permission has already been granted for provision of a dropped kerb and to replace the gravel area with block paving (reference number 18/01739/FUL).
- 1.2 This transport access appraisal looks into the principle of a suitable development with adequate car parking at Goslyn Close an unclassified cul de sac in Oxford where the site is sustainable and accessible.
- 1.3 In preparing this report consideration has been given to the sustainability of the site in the National Planning Policy Framework (NPPF) relating to reducing reliance on travel by private car. Included within the report is a description of the existing transportation network together with cycling and pedestrian facilities, and public transport availability.
- 1.4 The report also looks at the “OXFORD LOCAL PLAN”, ‘SUPPLEMENTARY PLANNING DOCUMENT PARKING STANDARDS TRANSPORT ASSESSMENTS AND TRAVEL PLANS’ and the “OXFORDSHIRE TRANSPORT PLAN” where the sustainable location of development according to policies in both plans should ‘locate facilities where they are accessible to everyone and minimize the need to travel, particularly by the private car and to encourage walking, cycling and the use of public transport’.
- 1.5 The report also looks at the City Council’s Sites and Housing Plan Policy HP 15 regarding cycle parking for houses in multiple occupancy and also Policy HP 16 regarding Residential Car Parking where the “key word” is sustainability and the sustainable planning framework should: shape new development in a way which minimizes the need to travel by private car and encourages walking, cycling and the use of public transport.



- 1.6 Also taken into consideration is the actual demand for car parking with regard to both the existing use of the site and the proposed use of the site. In terms of the NPPF there is no severe harm produced with regard to this change of use.
- 1.7 A document that is also referred to within the statement is Transport for New Developments-Parking Standards for New Residential Developments produced by the County Council as Highway Authority.
- 1.8 There are no transport related reasons why a planning consent cannot be granted for this development proposal.



2 PLANNING POLICY GUIDANCE

2.1 National Planning Policy Framework (NPPF)

2.1.1 The National Planning Policy Framework, first published in 2012, revised in July 2018 and again in February 2019 sets out the Government's policies for England and how these are expected to be applied. The NPPF provides a framework within which locally-prepared plans for housing and other development can be produced. Section 2 of the document '*Achieving sustainable development*' sets out how the planning system will operate to achieve this. In particular, paragraph 10 states: '*So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.*'

2.1.2 The NPPF states in paragraph 7 that '*the purpose of the planning system is to contribute to the achievement of sustainable development.*' The three main objectives of sustainable development being; economic, social and environmental.

2.1.3 Within Section 9 – '*Promoting sustainable transport*', paragraph 103 recognises that the planning system should actively manage patterns of growth in support of the five objectives listed below so that:

- the potential impacts of development on transport networks can be addressed;
- opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- opportunities to promote walking, cycling and public transport use are identified and pursued;
- the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.



2.1.4 At paragraph 108, the document provides guidance for how development proposals should be assessed and determined. It states: *'In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:*

- *appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*
- *safe and suitable access to the site can be achieved for all users; and*
- *any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.'*
- Paragraph 109 gives clear guidance on how highways related issues are to be considered in determining development applications: *'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 would be severe.'* Km9 9ijm

2.1.5 The means by which an assessment of transport issues may be presented is clarified in paragraph 111 which states: *'All developments that will generate significant amounts of movement 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.'*

2.2 PPG13 Transport

2.2.1 Planning Policy Guidance Note 13 (PPG13) has now been replaced by the NPPF but it is still worth taking into account PPG13 as best practice which sets out the overall policy objectives relating to transport and new development as follows:-

- Promote more sustainable transport choices for both people and for moving freight;
- Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling; and
- Reduce the need to travel, especially by car.



2.2.2 Paragraph 6 of PPG13 states that local authorities should:

- *actively manage the pattern of urban growth to make the fullest use of public transport, and focus major generators of travel demand in city, town and district centres and near to major public transport interchanges;*
- *accommodate housing principally within existing urban areas, planning for increased intensity of development for both housing and other uses at locations which are highly accessible by public transport, walking and cycling;*
- *use parking policies, alongside other planning and transport measures to promote sustainable transport choices and reduce reliance on the car for work and other journeys;*
- *give priority to people over ease of traffic movement and plan to provide more road space to pedestrians, cyclists and public transport in town centres, local neighbourhoods and other areas with a mixture of land uses;*
- *ensure that the needs of disabled people (as pedestrians, public transport users and motorists) are taken into account in the implementation of planning policies and traffic management schemes, and in the design of individual developments; consider how best to reduce crime and the fear of crime, and seek by the design and layout of developments and areas, to secure community safety and road safety; and*
- *protect sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements.*

2.2.3 Paragraph 50 of PPG13 states that in relation to parking local authorities should:

- *Ensure that, as part of a package of planning and transport measures, levels of parking provided in association with development will promote sustainable transport choices;*
- *Not require developers to provide more space than they themselves wish, other than in exceptional circumstances which might include for example where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls.*



2.2.4 Where relevant to the policies and with regard to this proposal, all development will be required to:

1. Provide a safe, convenient and attractive pattern of movement into, out of and across the site, particularly for pedestrians, people with disabilities and cyclists, incorporating pedestrian seating and cycle parking as required;
2. Include good links to public transport, incorporating wherever appropriate suitable access for public transport vehicles into the site and associated passenger facilities;
3. Be designed to secure access and mobility for all;
4. Incorporate adequate provision for vehicular access from the highway network without detriment to highway safety or to pedestrians, cyclists or public transport; and
5. Incorporate cycle and vehicle parking to the required standards having regard to the need to promote sustainable transport choices, together with suitable turning and loading facilities in the case of development proposals with significant transport implications, include a transport assessment or statement. Any additional traffic arising from development is capable of being accommodated on the local road network without undue environmental, operational or safety consequences, or the existing road system should be capable of improvement to meet those consequences.

2.3 Oxfordshire County Council Local Transport Plan 4 (LTP4)

The objectives for LTP4 are as follows: -

1. Reduce the need to travel and the distance people need to travel;
2. Make more efficient use of available transport capacity through innovative network management and offering a choice of different ways to travel;
3. Improve connectivity to support economic growth: between housing and jobs/ education/ services, and in networks of businesses and their supply chains;
4. Influence the location of development to maximise the use and value of existing and planned strategic transport investment;
5. Reduce overall journey times and increase journey time reliability on strategically important routes;



6. Develop a high quality, resilient integrated transport system that is attractive to customers and generates inward investment;
7. Reduce negative impacts of transport on human health and safety, and the environment, including reducing carbon emissions; and
8. Encourage and facilitate physically active travel to support health.

2.4 Summary on Policy

- 2.4.1 Not only is the location of the proposed development at Goslyn Close consistent with relevant transport policies, but the scheme also makes significant contributions to maintaining the local economy by locating the development within the built up area of Oxford and close to the centre of Headington in line with Government aspirations.
- 2.4.2 The planning policy described above collectively seeks to ensure that development is located to ensure that future residents and visitors are provided with genuine modal choice by situating a development in a location which reduces the need to travel, reduces average journey lengths and benefits from infrastructure to enable the use of sustainable modes of transport.



3 DESCRIPTION OF THE SITE

- 3.1 The proposed site is located on Goslyn Close, Headington in Oxford a small cul de sac of length approximately 48m which lies off Girdlestone Road, both unclassified roads. Girdlestone Road links from The Slade (B4495) to Old Road that lead in to and out of Oxford City Centre. The existing 6 bed HMO being number 2 Goslyn Close has an existing access on to Goslyn Close approximately 12.4m west from its junction with Girdlestone Road. The width of the existing access point is approximately 10.8m and serves three car parking spaces (see photo 1 below).



Photo 1-Existing dwelling, access and parking at 2 Goslyn Close.



- 3.2 Girdlestone Road including Goslyn Close at this location has a speed restriction of 20mph with street lighting and the width of the carriageway at Goslyn Close is 5.2m with car parking for 6 cars directly opposite the site. This parking is for permit holders only and it is within the Girdlestone Road Controlled Parking Zone with the restriction of between Mondays to Friday 9.00am to 5.00pm—please see photo2 below.



Photo 2 Car Parking Controls at Goslyn Close.

- 3.3 Approximately 224m north of the proposed site is the junction of Girdlestone Road with Old Road and approximately 410m south and east is the junction with The Slade (B4495).
- 3.4 The proposal is within an area that at stated is within a controlled parking zone, with parking and no waiting restrictions at the side road junctions and also on the main link road of Girdlestone Road where there is no stopping except for buses.
- 3.5 The area is well served by good cycle routes to and from the City Centre and beyond with routes on road and off road which link in with the various surrounding



residential areas and to the District Centre of Headington and Cowley and together with access to the Headington Centre shops etc. This area is well served by a very good cycle network within the city of Oxford and the long distance Sustrans route No 57 is only 1.2km away in an eastern direction.

3.6 The District Centre of Headington is approximately 1.0km from the proposed site in a northern and then eastern direction and all its shops, service and facilities are within easy walking distance and this includes a large retail food store together with other retail outlets covering most needs. There are also other shops and services nearby on Girdlestone Road which include Girdlestone Stores and a Take Away within 360m from the site in an eastern direction. Schools and other important facilities are all within the recommended walking distances.

3.7 The area is extremely well served by public transport within Oxford with bus stops approximately 27m away for the inbound bus to the City and the outbound bus stop being opposite the junction of Girdlestone Road with Goslyn Close. The stops serve route numbers 4A, 4b, 4C and U4 with a frequency of around 10 minutes. The inbound bus stop has a bus shelter, flagpole and timetable whilst the outbound stop has only a flagpole and timetable.

3.8 The nearest railway station is Oxford, approximately 3.0km (2.0 miles) west of the site on Botley Road, Oxford. The station lies on the Birmingham New Street to London Paddington line, operated by First Great Western. Trains from Oxford run throughout the day, every day of the week, with trains running every few minutes. Oxford Station is also served by CrossCountry services between Birmingham New Street and Reading, many of which run through to either Manchester Piccadilly or Newcastle Central northbound and Southampton Central or Bournemouth in the opposite direction. Oxford station provides passengers with various facilities, including refreshment facilities, toilets and waiting areas. The station is staffed on the days and times as follows:-

Monday to Friday 05.45 to 20.00

Saturday 07.30-20.00

Sunday 07.15 to 20.00.



Oxford Parkway Station is approximately 4.4kms (3.0 miles) away from this site and has the following service and routes:-

Chiltern Railways provide most trains to London Marylebone with two new fast trains per hour run throughout the day between Oxford Parkway and Bicester Village station and London Marylebone with a journey times of 56 minutes. This service is also now served from Oxford Station.



4 PROPOSED DEVELOPMENT

- 4.1 The proposal is to change the use of the existing 6 bed HMO to a 7 bed HMO at 2 Goslyn Close. Pedestrian and cycle access will also be from Goslyn Close together with the three existing car parking spaces with dropped kerbs etc. The length of dropped kerbs is to be 10.8m including the two splayed kerbs either side in agreement with OCC Highways.
- 4.2 The car and cycle parking provision is in accordance with the requirements of the Oxfordshire County Council Parking Standards and provides for a secure bicycle store at the front of the site with 4 x 'Asgard' type stand. The 'Asgard' type stand will provide for 8 cycle parking spaces being the cycle parking for the house in multiple-occupancy and is in accordance with standards.
- 4.3 As stated the proposed residential development will include the provision of suitable footpath and cycle links to the neighbouring pedestrian and cycle network.
- 4.4 The proposed site is extremely well located for bus services and is within relatively easy walking distance to shops and other services and facilities.
- 4.5 Three car parking spaces are provided with the 7 bed HMO and therefore there will be no extra demand in this very good sustainable location. Refer to section 6 for the full parking analysis. There is also more than adequate and sufficient space between the car parking spaces to allow pedestrian access to the property and also access to rear garden gate. This dropped kerb access point is within approximately 10m from its junction with Girdlestone Road where the opposite City Council owned property has a dropped kerb access 8.5m from this junction. These access points do not present any highway safety implications.



5 SUSTAINABLE DEVELOPMENT

- 5.1 In accordance with the LOCAL PLAN FOR OXFORD, 'Planning permission will only be granted where development proposals make maximum and appropriate use of land...parking levels must be appropriate to the use proposed.' "A lack of proposed parking provision should not necessarily prevent a development that is desirable on other grounds". It goes on to state that "car free development will be considered favourably anywhere in Oxford especially in an area of the city that is highly accessible by non-car modes of transport, is served by a good range of shops and facilities and is under great development pressure".
- 5.2 Many smaller residential proposals according to the City Council's Supplementary Planning Document which involves small infill development may be described as "car parking free". The net addition of a few car parking free dwellings to a particular area may be acceptable, either where there is reasonable and safe on street parking capacity or where there is excellent accessibility for those without a car.
- 5.3 In order to achieve this aim the Council will encourage people to transfer to more environmentally friendly modes of transport by improving facilities for walking, cycling and public transport. It will support traffic management measures to alleviate traffic congestion and improve safety and the environment and will seek to resist development that will give rise to excessive or inappropriate traffic.
- 5.4 Government planning policy on transport is set out principally in The National Planning Policy Framework. This provides advice on how local authorities should integrate land use and transport, particularly through the development process and promote sustainable transport. Its key objectives are:-
- The opportunities for sustainable transport 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.
 - Give priority to pedestrian and cycle movements and have access to high quality public transport facilities.



- 5.5 In setting local parking standards for residential and non-residential development, the NPPF states that local planning authorities take into account:- the accessibility of the development, the type, mix and use of the development, the availability of and opportunities for public transport, local car ownership levels and an overall need to reduce the use of high-emission vehicles. It also acknowledges that parking policies can influence significantly the demand for travel by car.
- 5.6 This proposed development aims to reflect those policies in the Local Plan by encouraging owner/occupiers to use other modes of transport other than the private car. As has been explained in previous paragraphs the site is extremely well served by public transport, and also has good cycle links directly outside the site.
- 5.7 The site is also within a good walking distance to all the local facilities at the Headington district centre shopping area where most retail outlets are situated.
- 5.8 Planning policies states the NPPF should aim for a balance of land uses within their area so that people can be encouraged to minimize journey lengths for employment, shopping, leisure, education and other activities.

“To promote more sustainable patterns of development and make better use of previously developed land, the focus for additional housing should be existing towns and cities”.

- 5.9 The LOCAL TRANSPORT PLAN FOR OXFORDSHIRE reiterates this where its transport vision envisages that:-
- ‘dependence on travel by private car is reduced by increasing the choices available to meet transport needs;
 - suitable integrated transport networks are provided which are easily accessible for all, particularly those at risk of exclusion by virtue of mobility difficulties, location, income or other reasons;
 - appropriate transport infrastructure and services are provided to support new development and a growing economy;



- an increasing proportion of trips are made on foot, by bicycle and by public transport.'

5.10 The Local Transport Plan is intended to deliver this vision and to provide an integrated approach to transport and land use.

5.11 OXFORD CITY COUNCIL'S SUPPLEMENTARY PLANNING DOCUMENT for Parking Standards, Transport Assessments and Travel Plans which has been adopted reiterates the above policies.

5.12 'The City Council will not grant planning permission to any proposal which it considers to have over-generous parking provision.'

5.13 'All car free development must offer convenient access to a range of alternative, flexible and frequent travel modes'.

5.14 With regard to this proposal, there is a genuine demand for low car housing as the proposal is on Goslyn Road where there are parking restrictions and a controlled parking zone adjoins the site. The proposal as stated is within a 27m walk of a high daytime frequency (10 minutes) direct bus route to the city centre. With the introduction of a 7 bed house in multiple occupancy on this site, this is more than accords with the government advice.

5.15 "Residents have a choice of safe and convenient cycle routes to key local services and the district centre." This proposal meets this requirement as there are good cycling links nearby.

The city centre and other areas of Oxford are approximately 15 minutes from this site by cycle.



- 5.16 "Key local services are conveniently and safely accessible by foot within a 800m-1000m walk". In fact the distance to the city centre with its huge range of shopping facilities is only 3.0km away by a fast and efficient public transport service.
- 5.17 PPG13 best practice outlines that walking is the most important mode of travel at the local level and 'offers the greatest potential to replace short car trips, particularly under 2km.' It further states 'more direct, safe and secure walking routes particularly in and around town centres and local neighbourhoods, and to schools and stations, to reduce the actual walking distance between land uses, and to public transport' should be created.
- 5.18 The location of this development site within a good walking distance of the district centre and adjacent to other amenity sites offers the potential to encourage walking trips to and from the site. The site is adjacent to a busy public bus transport corridor. Access to public transport links, employment opportunities and schools are nearby.
- 5.19 The district centre shopping area offers a diverse range of local amenity stores that will be of benefit to the occupants of the proposed residential units. All 'mainstream' shops are available in the city centre.
- 5.20 The DETR publication entitled 'Reducing Transport Emissions Through Planning' paragraph 2.4.22 and Table 11 on Page 47 (Appendix 6), suggests that some 63% of shoppers living within 1km of a local shopping centre carry out the trip on foot. This publication also relates that 'taken as a whole, the analysis shows that walking (at 53%) for journeys to local and non-local centres, is the dominant mode for trips up to 1.6km.' This statistic therefore demonstrates the convenience of the district centre to the proposed development site.
- 5.21 The same publication also relates that there is a clear relationship between the distance to a centre and the frequency of its use on a daily basis. The addition of a bedroom within multiple occupancy at this site will assist in ensuring the viability of these local and city centre shopping facilities.



- 5.22 Manual for Streets also recognizes that “walkable neighbourhoods are typically characterized by having a range of facilities within 10 minutes (up to about 800+m) walking distance of residential areas which residents may access comfortably on foot”. Given the location of the proposed redevelopment site we would expect a significant proportion of shopping trips to be made on foot.
- 5.23 We can conclude that walking will be a real choice for future residents for all types of trips such as that for employment, recreational and shopping purposes.
- 5.24 Use of pedal cycle is high in Oxford, accounting for almost a quarter - 25% of all vehicles travelling to the city centre. The County Council wishes to maintain and increase this level of usage particularly for journeys under 5km (the City Centre is approximately 2-3km from this site), as well as recognizing the potential for cycle use as part of a longer journey.
- 5.25 The actual distance to both inbound and outbound stops is approximately 27m for the most frequent service on Girdlestone Road.
- 5.26 There are a range of employment opportunities within Headington, Cowley and Oxford City that are therefore readily accessible on foot or cycle. The bus services identified also provides an excellent opportunity for travel into Oxford city centre which is a major employment destination.



6 PARKING PROVISION

- 6.1 According to the NPPF and chapter 5-In setting local parking standards for residential and non-residential development, the NPPF states that local planning authorities take into account: - the accessibility of the development, the type, mix and use of the development, the availability of and opportunities for public transport, local car ownership levels and an overall need to reduce the use of high-emission vehicles. It also acknowledges that parking policies can influence significantly the demand for travel by car.
- 6.2 In relation to parking local authorities should not require developers to provide more space than they themselves wish, other than in exceptional circumstances which might include for example where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls.
- 6.3 With regard to car parking for the proposal, as stated the existing 6 bed HMO has three car parking spaces with access from Goslyn Close. The proposed additional bedroom in multiple occupancy realising a total of 7 bedrooms will also have three car parking spaces. As stated these spaces will be at 90° to the kerb and there will be more than adequate space between the cars to allow for pedestrian access to both the property and the rear garden gate. When analysing the car parking from the standards within the Residential Car Parking Standards and the City Council's Sites and Housing Plan requires 3 parking spaces for the 7 bed proposed HMO. Therefore there is no extra demand or intensification and the situation remains the same.

There will therefore be no extra parking demand and no overspill parking and no increase in parking demand than that which exists at present.

- 6.4 Paragraph 51 of PPG13 Best Practice-states that in relation to parking local authorities should:
- not require developers to provide more space than they themselves wish, other than in exceptional circumstances which might include for example



where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls.

6.5 It must also be stated that car ownership within Oxford City is one of the lowest in the country with approximately 30% of all households not owning or possessing a car according to the 2011 census data.



7 CONCLUSION

- 7.1 This Transport Access Appraisal has been completed to support the proposed residential development of the change of use from a 6 bed existing HMO to a 7 bed house in multiple occupancy at 2 Goslyn Close, Oxford.
- 7.2 It is therefore concluded that the proposed development site is a sustainable form of development as it is:-
- within the existing built up area;
 - close to an existing efficient public transport corridor; and
 - within a convenient distance of existing local facilities such as shopping, services, employment opportunities, schools and health centres.
- 7.3 In terms of sustainable transport, the site can be considered as highly accessible. The site will offer a real choice of means of travel to future residents and visitors, who will not rely solely on the use of the car. Excellent public transport services adjacent to the site are in operation providing sustainable transport to and from the city centre and other parts of Oxford - a major employment destination and to other destinations beyond.
- 7.4 Many of these opportunities are accessible on foot, by cycle or via public transport.
- 7.5 There will be no extra demand for parking as the car parking standards for the existing and proposed use are the same.
- 7.6 Adequate cycle parking is provided in terms of 4 x 'Asgard' stands with parking for 8 cycles at the side of the proposal and all this accords with national policy, the proposed site complies with the objectives of sustainable development and transport set out in policy guidance notes.
- 7.7 It has very good accessibility to every day destinations and offers residents a real choice in their mode of travel.



- 7.8 The scheme will be in accordance with the aims and objectives of local and national policy with regard to accessibility by walking, cycling and public transport. It will offer occupiers a real choice in their mode of travel rather than having to rely on the car.
- 7.9 There are therefore no valid transportation reasons which should prevent the development of this site. In terms of the NPPF there is no cause for any of this proposal to be considered severe harm.