

# DEPARTMENT FOR TRANSPORT

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Department for Transport  
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## THE STRATEGIC ROAD NETWORK AND THE DELIVERY OF SUSTAINABLE DEVELOPMENT

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## **INTRODUCTION**

1. The Highways Agency is an executive agency of the Department for Transport and is responsible for operating, maintaining and improving the strategic road network in England on behalf of the Secretary of State for Transport, guided by its core principles of 'safe roads, reliable journeys, informed travellers'.
2. The Highways Agency undertakes this role in the context of wider Government policies and objectives. Operating an effective and efficient strategic road network makes a significant contribution to the delivery of sustainable economic growth, helping to create the conditions that support the realisation of the aspirations of businesses and communities, and is a key deliverable for the Highways Agency in meeting its remit of delivery partner to national economic growth.
3. This document sets out the way in which the Highways Agency will engage with communities and the development industry to deliver sustainable development and, thus, economic growth.



## **PLAN MAKING**

### **Interaction with the strategic road network**

12.

## **Capacity enhancement**

18. Capacity enhancements and infrastructure required to deliver strategic growth should be identified at the Local Plan stage, which provides the best opportunity to consider development aspirations alongside the associated strategic infrastructure needs. Enhancements should not normally be considered as fresh proposals at the planning application stage. The Highways Agency will work with strategic delivery bodies to identify infrastructure and access needs at the earliest possible opportunity in order to assess suitability, viability and deliverability of such proposals, including the identification of potential funding arrangements.
19. Where a potential capacity need is identified, this will be considered and weighed alongside environmental and deliverability considerations. Additional capacity may be considered in the context of the Highways Agency's forward programme of works, balancing the needs of motorists and other road users with wider impact on the environment and the local/regional community.

## **Development Orders and Neighbourhood Planning**

20. The Highways Agency will seek to engage with Local Enterprise Partnerships, communities and neighbourhoods in the development of their proposals, applying the principles outlined above.

## **DEVELOPMENT MANAGEMENT**

### **General principles**

21. Where development proposals are consistent with an adopted Local Plan, the Highways Agency does not anticipate the need for engagement in a full assessment process at the planning application stage. In such circumstances, considerations will normally be limited to the agreement of the details of the transport solution, including any necessary mitigation measures, and to ensuring that the transport impacts are included in the overall environmental assessment provided to the local planning authority, rather than the principle of the development itself.
22. However, where proposals are not consistent with the adopted Local Plan then a full assessment of their impact will be necessary, which will be based on the performance and character of the strategic road network as determined by the presumption that the Plan proposals will be fully implemented.
23. The Highways Agency will provide the local planning authority or other relevant consenting body with its assessment of the transport impact, as generally derived from a Transport Assessment or Transport Statement incorporating a Travel Plan as required in the National Planning Policy Framework, produced by the promoter of the development concerned in line with current Department for Transport guidance or on a basis otherwise agreed with the Highways Agency.
24. Where appropriate, conditions may be agreed to offset any unacceptable impacts that may be identified through the assessment process.

## **Assessment of development impact**

25. The overall forecast demand<sup>7</sup> should be compared to the ability of the existing network to accommodate traffic over a period up to ten years after the date

## **Demand management**



39. Where appropriate, proposals for the creation of new junctions or direct means of access may be identified and developed at the Plan-making stage in circumstances where it can be established that such new infrastructure is essential for the delivery of strategic planned growth.
40. Where the strategic growth test cannot be met there will be no additional junctions with, or direct means of access to, motorways and other routes of near motorway standard<sup>10</sup> other than for the provision of signed roadside facilities for road users (see Annex B), maintenance compounds and, exceptionally, major transport interchanges.
41. Where access is agreed for such development, the Highways Agency will be unable to support any subsequent change in permitted land use that retained the agreed access. Further through access to other developments will not be permitted.
42. Access to motorways and routes of near motorway standard for other types of development will be limited to the use of existing junctions with all-purpose roads. Modifications to existing junctions will be agreed where these do not have an adverse impact on traffic flows and safety. In line with the standards contained in the Design Manual for Roads and Bridges, for safety and operational reasons, direct connections to slip roads and/or connector roads will not be permitted.
43. The Highways Agency will adopt a graduated and less restrictive approach to the formation or intensification of use of access to the remainder of the strategic road network. However, the preference will always be that new development should make use of existing junctions. Where a new junction or direct means of access is agreed, the promoter will be expected to secure all necessary consents, and to fund all related design and construction works.
44. On a trunk road that is not a motorway or a route of near motorway standard, any proposal to change the use of an existing roadside facility for road users will be considered against local conditions and the merits of the individual case.

## **ENVIRONMENTAL IMPACT**

45. In consultation with relevant infrastructure providers, statutory environmental advisors and consenting authorities, developers must ensure all environmental implications associated with their proposals, are adequately assessed and reported so as to ensure that the mitigation of any impact is compliant with prevailing policies and standards. This requirement applies in respect of the environmental impacts arising from the temporary construction works and the permanent transport solution associated with the development, as well as the environmental impact of the existing trunk road upon the development itself.

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<sup>10</sup> Routes of near motorway standard will normally be grade-separated dual carriageway routes benefitting from restricted direct access.



# ANNEX A: SPECIAL TYPES OF DEVELOPMENT

## **NOISE FENCES, SCREEN FENCES, ETC**

- A1. For reasons of safety, liability and maintenance, with the sole exception of fences owned and provided by the Highways Agency at its own cost, all noise fences, screening and other structures must be erected on the developers land, and far enough within the developers land to enable maintenance to take place without encroachment onto highway land.

## **ADVERTISEMENTS**

- A2. The Highways Agency will not object to proposals for advertising consent for displays outside of the highway boundary of the strategic road network unless it has specific reason to consider that a hazard to road safety would be a direct consequence of the development. This would include advertisements that are located where particular attention should be given to the driving task, or where they unlawfully incorporate elements of traffic sign design, such as directional arrows. Advertisements within the highway boundary are not permitted. The Highways Agency will remove any unauthorised adverts placed within the highway boundary.

## **GATEWAY STRUCTURES AND PUBLIC ART**

- A3. The siting of gateway structures and public art within the highway boundary of the strategic road network will not be permitted for legal, safety and operational reasons. However, the siting of such features near the strategic road network may be seen as desirable to local authorities and developers. The Highways Agency is keen to support delivery of such proposals where no additional risk to road users is presented.
- A4. Due to the wide variety of design and form that such structures may take, and therefore the scope for the potential impact on safety and operation of the strategic road network, it is not practical to address all possible considerations in this policy. The Highways Agency encourages any promoter of such a
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- A7. All operations must be carried out without interference to traffic flows.
- x To these ends, the Highways Agency requires Mobile Network Operators to obtain technical approval for their installation, and provide a full road safety audit, which must consider the installation of the equipment and its maintenance as well as any static hazard presented. Full details of .the registration procedure can be found in the DMRB at [http://www.dft.gov.uk/ha/standards/tech\\_info/](http://www.dft.gov.uk/ha/standards/tech_info/)

## **WIND TUBINES**

### **Location**

- A8. In order to mitigate the risks to the safety of road users arising from structural or mechanical failure, the Highways Agency will seek a minimum setback from the highway boundary of height + 50 metres or height x 1.5, whichever is the lesser.<sup>12</sup>
- A9. The Highways Agency recognises that, in certain circumstances, variation to the above set-back may be considered appropriate, subject to the findings of a site-specific assessment. In particular this may apply where there is a significant difference in elevation between the highway and the proposed turbine location. The proposer would be expected to demonstrate that any relaxation on the suggested set-back distance poses no unacceptable risk. The burden of proof will lie with the proposer.

### **'Icing'**

- A10. Most modern wind turbines will have vibration and/or climate sensitive technology that will shut down the turbine if there is the potential for icing. Where this technology is present t

## **Dazzle**

- A14. Most turbines will be constructed with materials that eliminate dazzle, and this should be easy to establish and eliminate as a concern. Evidence of this technology on the proposed turbines should be provided.

## **Access**

- A15. The promoter of a wind farm should prepare a report covering the construction, operation and de-commissioning stages of the development. From this, the acceptability of the proposal should be determined and any mitigating measures should be identified.
- A16. Access to the site for construction, maintenance and de-commissioning should be obtained via the local road network and, normally, there should be no direct connection to the strategic road network.
- A17. Swept path analyses should be provided by the developer for the abnormal load deliveries to the site.



- B6. The Highways Agency therefore recommends that the maximum distance between motorway service areas should be no more than 28 miles. The distance between services can be shorter, but to protect the safety and operation of the network, the access/egress arrangements of facilities must comply with the requirements of the Design Manual for Roads and Bridges<sup>14</sup> including its provisions in respect of junction separation.
- B7. Speed limits on the strategic road network vary and therefore, applying the same principles, the maximum distance between signed services on trunk roads should be the equivalent of 30 minutes driving time. This distance can also be shorter, also subject to compliance with design requirements set out in the Design Manual for Roads and Bridges.
- B8. The distances set out above are considered appropriate for to all parts of the strategic road network and to be in the interests and for the benefit of all road users regardless of traffic flows or route choice. In determining applications for new or improved sites, local planning authorities should not need to consider the merits of the spacing of sites beyond conformity with the maximum and minimum spacing criteria established for safety reasons. Nor should they seek to prevent competition between operators; rather they should determine applications on their specific planning merits.

## **PLANNING AND DEVELOPMENT**

- B9. It is for the private sector to promote and operate service areas that meet the needs of the travelling public. New and existing roadside facilities are subject to the provisions of relevant planning legislation and regulation, which together set the framework within which local planning authorities would consider the planning proposals for such developments.
- B10. As a statutory consultee within the planning system, the Highways Agency continues to have an interest in such proposals and will provide advice to local planning authorities on matters relating to the impact that such proposed developments will have upon the safety and operation of the strategic road network. Local planning authorities and developers are encouraged to discuss with the Highways Agency at the earliest opportunity any proposals to develop new roadside facilities or to alter and/or sign existing sites. All such proposals should be referred to the Highways Agency, Planning & Economic Development, The Cube, 199, Wharfside Street, Birmingham B11RN; [roadside\\_facilities@highways.gsi.gov.uk](mailto:roadside_facilities@highways.gsi.gov.uk)

## **TRIP GENERATION**

- B11. In circumstances where there is potential for these to become destinations in their own right, the Highways Agency will only support proposals for or within service areas and other roadside facilities if it can be shown that there would be no overall increase in trip mileage, and always provided that there would be no significantly adverse impact on the safety and operation of the strategic road network.

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<sup>14</sup> [http://en.wikipedia.org/wiki/Design\\_Manual\\_for\\_Roads\\_and\\_Bridges](http://en.wikipedia.org/wiki/Design_Manual_for_Roads_and_Bridges)

## **IMPACT OF ROADSIDE FACILITIES ON THE STRATEGIC ROAD NETWORK**

B12. At all roadside facilities, it is particularly important to avoid adverse impacts upon the effective operation of the strategic road network, such as increasing the risk of congestion or of vehicles slowing or stopping on the main carriageway. Proposals for new roadside facilities will be subject to road safety audit procedures to be undertaken in accordance with the requirements of the Design Manual for Roads and Bridges.

## **LOCATION**

B13.



**Table B1: Minimum requirements for the various types of roadside facility that may be eligible for signing from the strategic road network**

Minimum requirements to be eligible for signing M= Mandatory P = Permitted	Motorway		APTR service area *	Truckstops on Motorways	Truckstops signed from SRN #	Truckstops on All-Purpose Trunk roads
	Service Area	Rest Area				
Open 24 hrs a day 365 days a year	M	M	N/A	M	N/A	N/A
Open minimum 12 hours per day between 8am and 8pm every day except Christmas Day, Boxing Day and New Year's Day.	N/A	N/A	M	N/A	M	M
Free parking for up to 2 hours minimum for all vehicles permitted to use the road served by the facility.(see schedule 1)	M	M	M	M	M	M
Free toilets/hand washing facilities with no need to make a purchase.	M	M	M	M	M	M
Shower and washing facilities for HGV drivers, including secure lockers in the shower/washing area.	M	P	P	M	M	M
Fuel	M	P	M	M	P	P
Hot drinks and hot food available at all opening hours for consumption on the premises.	M	P	P	M	P	P
Hot drinks and hot food available 8am to 8pm for consumption on the premises.	N/A	P	M	N/A	M	M
Access to a cash operated telephone.	M	M	M	M	M	M
Use as an operating centre for the purposes of the Goods Vehicles (Licensing of Operators) Act 1995 or the Public Passenger Vehicles Act 1981.	Prohibited	Prohibited	Prohibited	Prohibited	P	P

\* Limited to a single or exceptionally 2 adjoining interconnected premises, accessed directly from the trunk road or directly from a junction on the trunk road.

B18. Further guidance on the design, authorisation, funding, installation and maintenance of signs is available from the Highways Agency.<sup>15</sup>

### **PARKING CHARGES**

B19. At all types of site, where a charge is to be levied for parking beyond the mandatory two free hours, the charging regime must be clearly displayed within both the parking

B27. Where the scale and/or scope of on-site activities is extended, the methodology set out in Schedule 1 shall be used for calculating the numbers

## **FACILITIES FOR LOW EMISSION VEHICLES**

B36. Operators of roadside facilities are encouraged to provide refuelling facilities for low emission vehicles, including recharging facilities for plug-in vehicles and other arrangements that meet the needs of emergent low carbon and alternative fuel technologies as appropriate, such as gas refuelling stations. More information can be found at [www.gov.uk/government/organisations/department-for-transport](http://www.gov.uk/government/organisations/department-for-transport).

## **DRIVER AND TOURIST INFORMATION**

B37. Operators of roadside facilities are encouraged to provide live traffic information services and to make available local, regional and national tourist information.

## **ON-SITE POWER GENERATION AND OTHER SUSTAINABILITY MEASURES**

B38. Operators are encouraged to introduce measures that reduce the carbon footprint of their sites. However, such measures as may be provided should be compliant with relevant guidance as may be issued from time to time by the Highway's Agency. In this context, operators' attention is drawn to the provisions set out in Annex A regarding wind turbine development.

## **SCHEDULE 1**

Parking requirements for different types of vehicle should be calculated on the basis of the table below, using the most recent complete year data to identify the peak monthly flow, averaging that to find the daily flow and then applying the appropriate formulae:

A = number of cars and light goods vehicles; and

B = number of HGVs and coaches

Advice on obtaining and interpreting traffic flows should be obtained from the Highways Agency

**Parking requirements at motorway service areas**

<b>Calculation<sup>16</sup></b>		<b>Variable</b>	<b>Notes</b>
<b>Traffic flow (Vehicles per day)<sup>17</sup></b>			
Light vehicle		A	Advice on traffic flows is available from the Highways Agency
HGV and coach		B	
<b>No. of parking spaces required<sup>18</sup></b>			
Cars	0.5 % of A	C	
HGV	0.5 % of B	D	
Abnormal load	Minimum of 1		
Coach	0.1 % of B	E	

## Parking requirements at motorway truckstops

The parking requirements for a motorway truckstop are the same as the HGV requirement for a motorway service area. For safety reasons a minimum of 10 parking spaces for cars; 1 space for a car with caravan; and 1 space for a coach should be provided. A minimum of 1 abnormal load space should also be provided.

<b>Parking requirements at trunk road service areas</b>		
	<b>Calculation<sup>20</sup></b>	<b>Notes</b>
<b>No. of parking spaces required<sup>21</sup></b>		
Cars	0.1 % of A	Minimum of 10
HGV	Minimum of 2	
Abnormal load	Minimum of 1	
Coach	Minimum of 1	
Coach interchange <sup>22</sup>	No. of bays provided	
Caravan/motorhome/ vehicle and trailer	Minimum of 2	

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