



## Shaping Places and Spaces

LOCAL DEVELOPMENT FRAMEWORK FOR CRAVEN DISTRICT  
OUTSIDE THE YORKSHIRE DALES NATIONAL PARK

## Craven District Council

Consultation Paper 5:

### TRANSPORT

19<sup>th</sup> June – 31<sup>st</sup> July 2006

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## 1. INTRODUCTION

During the Shaping Places and Spaces Conference, the issue of transport (and the relationship of growth and development to it) was discussed within all four workshops. Transport is clearly an issue that cuts across each theme of the Core Strategy. As this is the case, it was considered appropriate to publish a specific Core Strategy Issues and Options Paper relating to transport issues. This paper should therefore be read in conjunction with the other issues and options papers.

When reading this paper it should be noted that North Yorkshire County Council is the Local Transport Authority for the plan area and not Craven District Council. As such the County Council is responsible for delivering the objectives of their Local Transport Plan. It is the role of the LDF and specifically the Core Strategy however to identify elements of the Local Transport Plan that the LDF could provide a response. It should be recognised therefore that the role of the LDF to provide a response to all transport related issues is limited to those that have a spatial element.

## 2. KEY ISSUES

During the Shaping Places and Spaces conference the following key transport related issues were identified, for which the LDF could look to provide a response:

- The need for investment in rail and road;
- The need for the LDF to address the issue of access to services and employment by sustainable modes of transport and;
- The need for future growth to be located within sustainable locations, close to existing transport links.

## 3. SUMMARY OF NATIONAL AND REGIONAL SUB REGIONAL PLANNING CONTEXT: What the Local Development Framework Can and Cannot Influence.

### National Policy

As part of the sustainable communities agenda, the Government has set an objective of reducing the need to travel and encouraging greater use of public transport to create more sustainable patterns of transport. For predominantly rural areas such as Craven District outside the Yorkshire Dales National Park, reducing dependency on private transport poses particular challenges. The travel distances necessary to access the facilities and services we demand or need are always likely to be greater than in urban areas, and the availability of alternative public transport outside of the key transport corridors far more restricted.

However, this does not mean that the Government's objective should be ignored. The Local Development Framework will be expected to demonstrate that the most sustainable option has been taken in respect of distributing future development. This should reflect both regional needs (as set out in submission draft Regional Spatial Strategy) and support the most sustainable local pattern of growth and investment.

National, Regional and local transport policies also aim to encourage more walking and cycling as these alternative modes of transport have a key role to play in ensuring more sustainable travel patterns and offer both environmental and health benefits. Many short, local journeys could be made by walking or cycling, and providing well maintained, safe routes and other facilities for pedestrians and cyclists alike can help to encourage this.

### **Regional Policy**

The Regional Transport Strategy as set out in the submission draft Regional Spatial Strategy sets out the following objectives:

- Reduce the need to travel wherever possible by both positive interventions such as improved public transport or by demand restraint and promote modal shift from the car.
- Seek a consistent approach to parking strategies.
- Promote improved public transport.
- Promote the movement of goods by water and rail whilst recognising the key role road has to play in moving freight.
- Encourage access to tourist locations by public transport and promote the journey component to be considered as part of the tourism offer.
- Seek to improve surface access to its airports.
- Support expansion of its ports and waterways and improve surface access to them.
- Seek to improve access to services in rural areas by improving transport provision but also by innovative means.
- Support a range of transport and investment priorities that underpin the wider spatial strategy.

### **NYCC Local Transport Plan (LTP2) 2006-2011**

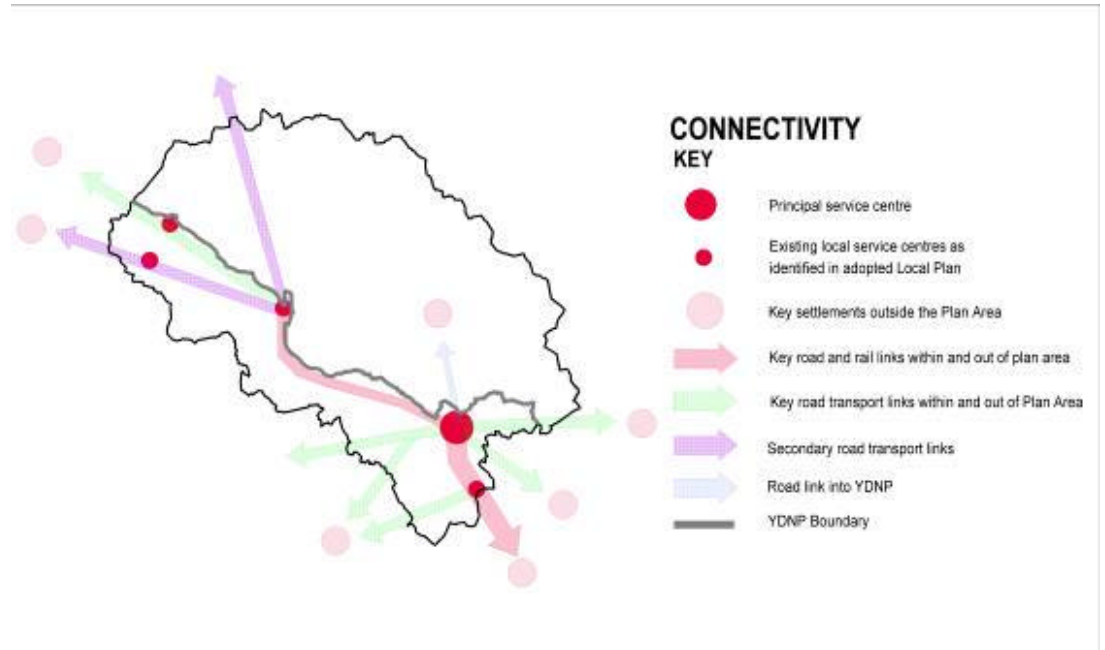
- The County Council have prepared the final Local Transport Plan 2006 -2011 (LTP2) for North Yorkshire. LTP2 replaces the first LTP, which expired on the 31<sup>st</sup> March 2006. The new Local Transport Plan sets out the vision of *“better access and sustainable communities for all.”*

Further details relating to the Local Transport Plan 2006-2011, including the key objectives of the plan are set out at section 5 of this paper.

### **The Local Context: Transport, Connectivity And The Wider World**

In the local context, it is clear that the plan area has not grown up in isolation from the wider world. The interactions and relationships exist between settlements within the plan area, and the wider world clearly influences and is influenced by spatial patterns of development within the plan area. To illustrate this the following diagram sets out existing connections that settlements within the plan area have with those located outside the area:

**Figure 1 - Connectivity and Influences - Craven District outside the Yorkshire Dales National Park**



**Existing Transport Links and Investment: Duties and Responsibilities**

**Key Transport Characteristics**

**Road**

Key existing road links within the plan area include the A65 (T), which forms a principal Trans-Pennine route linking the District with Cumbria and beyond in the north west, the A59 which provides links to the east and west coast and the A629(T) “Aire Valley Trunk Road”, which provides road access from South Craven to the Leeds City Region. In terms of other links the A56 and A6068 road corridors provide links with East Lancashire. At the time of writing, a public inquiry into proposed revocation orders of the Gargrave, Hellifield and Long Preston bypass lines has been carried out and the outcome is awaited.

**Rail**

The principle rail networks within the plan area are the Leeds-Skipton-Carlisle route and the Leeds-Skipton-Lancaster-Morecambe route.

**4. KEY CONSIDERATIONS AND QUESTIONS**

At the outset, it should be noted that North Yorkshire County Council is the Local Transport Authority for the plan area and not Craven District Council. As such it is the County Council that is responsible for bringing forward and delivering transport related projects within the plan area. In this regard the key delivery mechanism is the Local Transport Plan which is prepared by North Yorkshire and it is this document that sets out:

- Overall transport strategy and

- Proposals for investment in transport infrastructure.

Therefore the Local Transport Plan will inform preparation of the Local Development Framework Core Strategy in terms of policy and overall direction. As this is the case;

**Question:** How could the Local Development Framework core strategy best reflect those aims and objectives of the Local Transport Plan and Regional Transport Strategy set out within the Draft Regional Spatial Strategy for Yorkshire and The Humber that have a spatial element?

#### **A. Spatial Strategy and Transport.**

As stated, within the “Key Issues” section above transport and connectivity issues are central components in forming a spatial strategy for the plan area.

Decisions made on the overall strategy for the distribution of new growth and its relationship with transport within the LDF will have a major impact on the degree of sustainability that can be achieved as a result. At one extreme, by locating new development (such as, housing, employment and services such as schools, shops and so on) in close proximity to each other could reduce the need to travel by private car and increase the prospects for travel by foot, cycle and public transport. At the other extreme though, a dispersed pattern of development that takes little account of the government objective of reducing the need to travel by private car is likely to result in an unsustainable pattern of development in terms of transport reliance.

Clearly a highly concentrated or highly dispersed spatial strategy is unlikely to deliver overall sustainability. The key consideration therefore, in taking account of transport infrastructure is how to shape the spatial strategy in order to deliver the most sustainable outcome.

Making public transport a realistic alternative to car travel in a predominantly rural area like Craven is particularly challenging. Public transport provision is variable in different parts of the plan area. Some settlements, particularly those within the Leeds City Region sphere of influence, as defined by the Regional Spatial Strategy (RSS) for Yorkshire and the Humber i.e., Skipton and South Craven are comparatively well served by public transport. However, within the area defined within RSS as the Remoter Rural Area i.e., north Craven, public transport provision outside of the A65 road and rail corridor is not as good, and in cases non-existent.

Where both the Local Transport Plan 2006-2011 and the Shaping Places and Spaces Conference identify known transport infrastructure issues, it would be for the LDF to seek to ascertain the most sustainable approach to resolving these issues.

Specific options relating to transport have not been formulated as transport is an issue that cuts across all the Core Strategy themes. Instead a series of questions are set out below for consideration. Responses to these questions will be used to inform the Preferred Option for the Core Strategy.

**Question** Should new growth be directed to where:

- Adequate existing transport infrastructure is in place?
- Improvements to existing infrastructure could be secured as a result of directing new growth towards key areas?

Or should the spatial strategy seek to balance the distribution of growth between existing transport accessibility and securing needed investments?

**Question** Through the sustainable communities agenda the Government aims to encourage greater use of public transport, thereby reducing reliance on the private car as a principal mode of transport. Yet across the plan area public transport provision is variable. In terms of seeking to deliver this aim, should greater use of public transport be encouraged universally across the plan area or should there be differentiation in approach between the more sparsely populated areas and the main centres of population across the plan area?

**Question** Given that Craven District Council is not a transport planning authority, how could the Local Development Framework seek to encourage a shift in modes of transport used?

### **B. Growth, Accessibility and Health**

In addition to the aims of reducing the need to travel and reducing reliance on the private car, the Craven Community Strategy aim of Good Health and Social Well Being, could also be reflected within the Local Development Framework.

By bringing forward a spatial strategy that improves accessibility, reduces the need for personal travel, and encourages a choice in transport modes including, walking and cycling, the potential exists for health benefits to accrue as a result. The challenge for the Local Development Framework therefore would be to seek to ensure that new growth is:

- Accessible by a choice of transport modes and that;
- Safe and secure access for all modes of transport are provided both into and within new development proposals.

Therefore, in this regard:

**Question:** How could the Local Development Framework, seek to ensure that new growth provides for, and is accessible by a choice in modes of transport?

**Question** How could the Local Development Framework seek to ensure safe and secure access to all modes of transport?

## **5. INFLUENCES: TRANSPORT**

### **National Planning Policy Context:**

**Planning Policy Statement 1: Delivering Sustainable Development** states that plan policies should address accessibility for all members of the community to jobs, health, housing, education, shops, leisure and community facilities.

**Planning Policy Statement 12: Local Development Frameworks:** and its Companion Guide spells out Government policy and guidance on preparing Local Development Frameworks. Annex B of PPS12 affirms the importance of integrating transport and spatial planning, which locally means that Craven's Local Development Framework will need to be consistent with the new Local Transport Plan for North Yorkshire (see later section on the North Yorkshire Local Transport Plan). PPS12 also highlights the valuable role that Local Planning Authorities have to play in improving accessibility, as the location of jobs and services have as significant an impact on accessibility as transport provision (see later section of accessibility planning entitled *Making the Connections*).

**Planning Policy Guidance Note 13: Transport** sets out the key role that land use planning has to play in delivering integrated transport.

**White Paper: The Future of Transport 2004** sets out the Government's proposals for transport to 2030. Balancing the need to travel with the need to improve quality of life is an underlying objective of the Paper's strategy, which is based around three central themes:

- Sustained investment over the long term
- Improvements in transport management
- Planning ahead

**Making The Connections 2003** is a Government report which sets out the Government's strategy for improving access to jobs and key services, such as schools and hospitals, in order to reduce social exclusion. The report states that poor accessibility to these things can have a significant impact on the life opportunities of those in disadvantaged groups and areas. It also introduces a new process called 'Accessibility Planning', which together with making provision for transport, helps to shape the pattern of development. It influences the location, scale, density, design and mix of land uses in order to reduce the need to travel, reduce length of journeys and make it safer and easier for people to access jobs and key services by public transport, walking and cycling. In effect, 'Accessibility Planning' should help to meet the needs of local communities by removing the barriers that prevent people from accessing jobs and key services.

#### **Regional Planning Policy Context:**

The existing Regional Spatial Strategy (which was previously called Regional Spatial Guidance) is fully consistent with the vision of the Government for sustainable development. In other words, it looks for economic regeneration and growth; social inclusion; urban and rural renaissance; and conservation and enhancement of natural resources. The existing RSS also includes a major statement of transport policy and proposals at the regional level, the Regional Transport Strategy.

A draft **Regional Spatial Strategy for Yorkshire and the Humber** has now been submitted to the Secretary of State for consideration and a key component of this Strategy will be an **updated Regional Transport Strategy**. The objectives of this emerging Regional Transport Strategy are set out at Section 3 of this paper.



### **Local Planning Policy Context:**

#### **NYCC Local Transport Plan (LTP2) 2006-2011**

The County Council have prepared the second Local Transport Plan for North Yorkshire (LTP2), which covers the period 2006 to 2011. This will replace the current Local Transport Plan, which expired at the end of March 2006.

The aims of the second Local Transport Plan are:

To make North Yorkshire a better place by:

- Providing quality of opportunity for all.
- Protecting and enhancing the environment
- Improving the safety and health of visitors and residents
- Increasing economic prosperity
- Building sustainable communities
- Reducing the need and demand travel.

A central focus of the new Local Transport Plan is the development of Service Centre Transportation Strategies, which will consider all the transport related issues for towns and their rural hinterlands (as opposed to Traffic Management Strategies currently undertaken, which look only at the towns themselves). The transport needs of each service centre will be addressed using schemes and initiatives focused on the following LTP2 objectives:

- Accessibility
- Safety
- Environment
- Congestion
- Quality of life
- Economy
- Efficiency

The new Local Transport Plan also considers transport issues of a strategic or countrywide nature, such a strategic road, rail and cycle links and cross-boundary commuting, and sets out major scheme proposals (i.e. those which would cost in excess of £5million).

The Draft Local Transport Plan 2006-2011 identified A6069 Kildwick Level Crossing, Crosshills as a major scheme. Within the final LTP2 however this scheme has been removed from the programme. This decision was based on a report made to the Regional Transport Board by the Government Office for Yorkshire and the Humber in December 2005. In addition the County Council has a long standing aspiration to introduce a rail halt at Cross Hills, however the LTP2 states that the likely funding available for rail schemes means that it is unlikely that further progress towards implementation of such a scheme can be achieved during the lifetime of the LTP2.

It should be noted however that in terms of improvements to the A65 road corridor, no major bypass or improvement schemes are currently programmed within the Draft Local Transport Plan 2006-2011, which will replace the existing Local Transport Plan after March 2006.

### **The Community Transport Strategy for North Yorkshire**

This is a ten year community strategy which looks at increasing community transport capacity, creating a stable financial environment, establishing a community transport support system, and introducing improved and/or new operational structures. Its objective is to develop community transport provision that is viable, sustainable, thriving, and more comprehensive, across North Yorkshire.

### **Craven District Community Plan 2003 - 2013**

The Craven District Community Plan is a broad strategic document that sets out a vision and action plan for the future well being of the District and is prepared by the Craven Local Strategic Partnership, which comprises a group of approximately 22 public and private organisations and community groups. The Community Strategy's vision is "to enhance the quality of life for Craven residents through co-ordinated activity by partner agencies to improve the economic, social and environmental well-being of the District, and contribute to sustainable development". The Community Plan is currently being updated, however the existing Community Plan for 2003 – 2013 sets out the following five aims:

- A Prosperous Economy
- Education and Skills For All
- Sustainable Communities
- Good Health and Social Well-being
- A Quality Environment

The Community Plan highlights access to services and facilities as an important issue and embeds this issue into the five aims of the Community Plan. Particular transport related issues identified in the Community Plan area as follows:

- The need for flexible rural transport services to enable isolated communities to access services such as health, education, employment and leisure;
- The need to develop sustainable local, regional, national and international transport links to support business and access for residents and visitors.

### **Evidence Base :**

#### **Craven District Council Car Parking Strategy**

The Car Parking Strategy for the District is still in draft form. Once finalised it will set out how the Council will meet demand for car parking in order to support the vitality and viability of Craven's main centres. The Draft Car Parking Strategy deals with the following issues:

- The prioritization of town centre parking for short and medium stays
- Car park permits (Review of operation (greater choice))
- Long stay parking
- Residents' parking schemes
- Exploring the potential of Park & Ride schemes for Skipton with partners
- Parking charges
- Provision for the disabled/social inclusion
- Motorcycles
- Cycles
- Coach parking
- Lorry/heavy goods vehicle parking
- Provision and quality of off street parking facilities
- Supporting North Yorkshire County Council to manage on-street parking other than Residents' parking schemes
- Caravans, mobile homes and trailers

#### **North Yorkshire County Council Traffic Management Study**

The County Council's Traffic Management Study for the District's market town of Skipton will also form part of the evidence base for the Local Development Framework.

#### **5. HOW TO PARTICIPATE**

The questions contained within this document are set out on the Transport Paper Response Form, which is attached.

Please send your comments and responses to the Council by **Monday 31<sup>st</sup> July 2006**.

- It would be helpful to the Council if you could complete the attached Response Form and send it, within the prepaid envelope to:  
Planning Policy  
Craven District Council  
Council Offices  
Granville Street  
Skipton, North Yorkshire  
BD23 1PS
- Alternately the response form can be completed online via the Via the Council's website [www.cravendc.gov.uk](http://www.cravendc.gov.uk)
- Whilst the use of the response form is encouraged, the Council will also accept comments sent by Email to [ldf@cravendc.gov.uk](mailto:ldf@cravendc.gov.uk)

All responses will be recorded and then considered by the Council in moving to the preferred options stage of preparing the Core Strategy Document.