

CHAPTER 6 : TRANSPORT

PART 1 : THE NEW SUSTAINABILITY AGENDA

6.1.1 This is a key Chapter because since the 1991 Local Plan one of the principal issues for the planning system has been how it can deliver development that is sustainable. One of the chief characteristics of sustainable development is that it can be accessed by walking, public transport and cycling so that potential users do not have to rely on private cars, by the achievement of an integrated transport system.

6.1.2 This has resulted in PPG13 'Transport' where the Government gives clear advice for development plan authorities in general and on the preparation of Local Plans in particular, the broad principles of which are as follows:

“Development plans should be aimed at reducing the need to travel by car by:

- Influencing the location of development.
- Fostering development which encourages, walking, cycling and public transport.

Policies should:

- Promote development within urban areas accessible by means other than the car.
- Protect and enhance viability and vitality of shops in towns and villages.
- Maintain and improve choice for people to walk, cycle or catch public transport rather than drive between homes and facilities which they need to visit regularly.
- Limit parking provision for developments and other on or off-street parking provision to discourage reliance on the car for work and other journeys.
- Public transport needs to be cheaper, quicker and more environmentally friendly.

With regard to Local Plans:

- They should set out a range of maximum and operational minimum amounts of parking for broad classes of development and location.

- Authorities should encourage re-use of existing private parking facilities to bring them down to revised standards and refuse planning permission for public and private car parks which do not meet the strategic aims of the plan.
- Local Plans should indicate routes where measures will be encouraged to make cycling safer and more attractive and any specific new cycling provision.
- Such measures include separation of cyclists from other road traffic, shared pedestrian/cycle routes, facilities to cross roads carrying a heavy traffic flow, restrictions on parking and speed control facilities to slow motorists where separation is impossible.
- Authorities should encourage secure cycle parking at public transport inter-changes, including railway stations and park and ride facilities.”

In October 1999 the Government issued a draft revision consultation document of PPG13. It is likely that a new replacement PPG13 will be issued during the plan-period and this will need to be considered alongside plan policies.

- 6.1.3 The Authority, whilst clearly seeking to embody these principles in this Review, also recognises that in the interests of the economic development of the area, it is important that there are good links by road, sea, rail and air from the Borough to the rest of Cumbria and the country, though it must be emphasised that these in themselves must not be at the expense of the environmental quality of the area, as this could equally impair the economic development of the area.
- 6.1.4 The Borough Council works closely with all relevant bodies involved in the provision of integrated local transport - the County Council, the DETR, Highways Agency, bus, rail, dock and air operators.
- 6.1.5 The location and nature of land uses and new development affect the amount and method of travel and these in turn are influenced by the nature of the transport network and transport policies. It is logical, therefore, to plan land use and transport together and to do this with the aim of reducing the need to travel by car, by:
- The planned location of development so that it gives encouragement to other modes of travel, particularly public transport, cycling and walking;
 - Setting out clear guidelines for developing a network of cycle routes and improving safety and ease of movement on foot; and
 - Working in particular with developers to secure public transport improvement.

6.1.6 However, despite all the pious hopes for society to cut down on its private transport use there is still a very powerful car manufacturing industry with associated vigorous lobbying from a variety of bodies married with a natural reluctance from the public to use any other means of transport.

6.1.7 The Government's latest message is, though, that a new approach is needed. Its July 1998 publication 'A New Deal for Transport: Better for Everyone' advises as follows:

"We face an enormous challenge to deliver our vision of a transport system that supports sustainable development. We need a new approach, bringing together the public and private sectors in a partnership that benefits everyone. We want to ensure that companies have incentives to provide new services and raise standards, that taxpayers money is spent wisely to make public transport available for all and that services are properly regulated in the public interest.

We have not put everything on hold until this White Paper. We are already working to extend the range of transport choices across the country and are investing more in public transport to improve its quantity and quality. We have secured new and imaginative ways of funding to modernise our transport system. We are giving high priority to maintaining and managing the nation's transport structure. Taken together, this public and private investment represents a substantial increase in resources for transport. More investment in public transport and more people using it will work together to create a virtuous circle, generating more revenues, further investment and even better services.

We want transport to contribute to our quality of life and not detract from it. The way forward is through an **integrated transport policy**. By this we mean:

Integration **within and between different types of transport** – so that each contributes its full potential and people can move easily between them;

Integration **with the environment** – so that our transport choices support a better environment;

Integration **with land use planning** – at national, regional and local level, so that transport and planning work together to support more sustainable travel choices and reduce the need to travel; and

Integration **with our policies for education, health and wealth creation** – so that transport helps to make a fairer, more inclusive society.'

6.1.8 There are a series of Structure Plan Policies referring to Transport: Policies 9, 47, 48, 63, 64, 65, 67, 68, 69 and 70.

Policy 9 - Inter Urban Transport

Inter urban communications will be improved by upgrading the road network to meet economic development needs and to bring environmental benefits to bypassed towns and by encouraging the movement of passengers by bus and rail and bulk commodities by rail to reduce the environmental impact of road traffic. New road building or significant upgrading of existing roads, affecting areas and features of international and national conservation importance will only be carried out in exceptional circumstances.

Policy 47 - Traffic Management and Public Transport

In towns the adverse impact of traffic on the environment and on amenity will be reduced through the introduction or extension of measures to reduce, restrict and control traffic, including traffic calming and by giving higher priority to public transport, the pedestrian and the cyclist, while respecting the need for access by disabled persons.

Policy 48 - Road Improvements in Towns

New road building and other road improvements will not normally be undertaken in or around towns except where essential for desirable new development or in the interests of road safety or to secure significant environmental benefits.

Policy 63 - Inter-Urban Roads

Key routes that provide for long distance inter-urban road transport should be improved by the year 2006. The improvement of each route should be comprehensively planned and rigorously assessed against the environmental and other relevant policies in the Plan.

The key routes to be improved are:

- Between the M6 and the West Cumbria and Furness areas (A590, A66, A595/A596/A5092);
- Between Cumbria and the North East and West Yorkshire (A66, A69, A65);
and
- Between Cumbria and Scotland (A74, A7).

Policy 64 - Major Road Construction Programme

It is the policy of the Department of Transport and the County Council that during the first part of the plan period a programme of major road improvement schemes are expected to be constructed. Where and when known the lines of routes will be safeguarded from development.

Policy 65 - Design of New Roads

New and improved roads will be integrated into their surroundings by means of:

- i) A choice of route which minimises the impact on the environment and property;
- ii) A standard of design appropriate to the principal function and environment of the road in question, and
- iii) The use of materials and planting appropriate to the character of the surrounding area, and
- iv) Keeping permanent land take to the minimum consistent with good landscape design.

Policy 67 - Roadside Service Facilities

Roadside service facilities on the Primary Road Network will normally be permitted where:

- i) They are outside the National Parks and AONBs; and
- ii) They are complimentary to existing on-route facilities and those in by-passed settlements on the route; and
- iii) They are spaced at appropriate intervals along each route; and
- iv) They do not harm local amenity or environment or the visual character of the area.

Policy 68 - Port and Airport Facilities

Development proposals that enhance the viability of ports and airports in the County will normally be permitted. Improvements will be made to road access, particularly to the ports of Workington and Barrow-in-Furness and to Carlisle airport.

Policy 69 - Public Passenger Transport

Long distance and commuter passenger flows should be handled by rail and road public transport services wherever possible and appropriate in order to minimise growth in road traffic. The transfer of traffic to and between these modes will be encouraged by supporting proposals for improved services, infrastructure and passenger facilities and for more and better interchange arrangements.

Policy 70 - Rail Freight

Large flows of bulk commodities and all dangerous material should be transported by rail wherever possible in order to reduce the growth in heavy goods haulage by road and to reduce the possibility of serious damage to the environment. Steps to facilitate this should include;

- i) The location of new development generating such movements on sites where this traffic can be handled by rail freight services; and
- ii) The favourable consideration of proposals for interchange facilities between road and rail and for the rail freight servicing of existing industry.

PART 2 : ROADS

6.2.1 During the period of the 1991 Local Plan the local major roads system has undergone considerable transformation, with the completion of:-

- A. The Dalton By-pass and the associated trunking and improvement of Park Road and Walney Road.
- B. Dalton Market Street Environmental Improvements (By-pass Demonstration Scheme).
- C. A595 Greenhaume to Askam Improvement.

6.2.2 No major new roads are planned over the life of the Review Plan. The only significant road improvement identified and safeguarded is the widening of Lots Road, Askam.

POLICY E1

The widening of Lots Road, Askam will be safeguarded.

6.2.3 The Authority will continue to require that all new residential roads and footpaths are constructed to an adoptable standard, where this is needed. Development will be required to conform to the guidelines adopted by the Authority in 'Layout of New Residential Developments' which was jointly produced by Cumbria County Council and its constituent District Councils.

POLICY E2

Highways proposed in housing developments must be designed and constructed to adoptable standards.

6.2.4 One of the reasons for the insistence on roads to be of a publicly - maintainable standard, which began in the 1991 Plan, has been the problems experienced by residents in certain parts of the Borough where un-made roads have been an unfortunate legacy of the past, notably Askam. In Askam local residents, the Parish Council, the Borough Council and the County Council are currently working together to find ways to fund the making-up of further roads. However, where the roads are still un-made the planning authority feels that they should continue to resist development.

POLICY E3

Where development is proposed which is considered will cause an increase in traffic on an unadopted or unsatisfactory section of road such development will be refused. If the developer can secure the making up of the road to adoption standards and providing all other criteria of this Plan have been satisfied, permission will be granted.

6.2.5 There is emerging interest from various bodies representing interests on either side of the Duddon Estuary in the possible benefits of providing a bridge from Millom to Askam. It would appear that the primary interest is from the Millom side because of the tortuous routes by both road and rail by which people have to use to get from Millom to Barrow. The Authority recognises that such a scheme would have great economic benefits for both sides of the Estuary. To this end, therefore, it would not wish to prejudice the availability of the landfall site for a crossing on the Furness side of the river, when it is chosen.

POLICY E4

The Council will refuse development that it considers will prejudice the chosen landfall site or access route of a bridge or other crossing of the Duddon Estuary between the Borough and Millom, should an environmentally acceptable and economically viable scheme for such a proposal come forward.

PART 3 : TRAFFIC MANAGEMENT AND CALMING

6.3.1 To achieve maximum effect, traffic management needs to involve a comprehensive package of measures which will reduce non-essential traffic in town centres and residential areas, improve the environment for pedestrians and cyclists and control goods deliveries and access by heavy vehicles. Ideally this would lead to increased use of public transport and so access should be improved for buses so as to reduce journey times and foster a reduction in the use of the private car.

POLICY E5

Proposals for new developments at unallocated sites which are likely to generate significant volumes of road traffic, particularly involving the regular movement of heavy goods vehicles, will only be permitted where the development site has direct access to an appropriate standard of road and/or where the applicant agrees to a routing plan acceptable to the highways authority for traffic generated by the development or to finance the improvement of the highway network to accommodate that traffic, or to instigate measures to control the transport demand and/or provide for greater use of public transport. Proposals impacting on trunk roads will be subject to the Highways Agency's development control policy.

6.3.2 With the completion of the Town Square there has been an increase in traffic passing along Hindpool Road. It will, therefore, be important to ensure that any proposals for new vehicular access along it are carefully considered in relation to their impact on traffic flows.

POLICY E6

Any proposals for new vehicular access onto Hindpool Road (A5087) or that which will result in intensified use of existing accesses will be carefully examined by the Authority and if they are considered to have an adverse impact on the safety and free flow of traffic will be refused.

6.3.3 Since April 1996 an agreement has been in place between the planning and highway authorities in Cumbria whereby developers would be required to submit Traffic Impact Assessments with applications for developments over certain thresholds for local roads, e.g. 30 new dwellings. The framework of the advice is based on guidelines published by the Institution of Highways and Transportation. This has proved beneficial for all parties in bringing the highway impact issues relevant to development to the fore at an early stage and providing a commonality of important information for developers and authorities on which to make their decisions. It is, therefore, advisable that it be formally endorsed by this Plan. The text of the agreement relating to Traffic Impact Assessments, with the various thresholds, forms Appendix 10. With regard to the A590 Trunk Road, the Highways Agency's development control policy, on behalf of the Department of the Environment, Transport and the Regions applies. The Policy is as follows:

“On All Purpose Trunk Roads it is clearly necessary in general to restrict the formation of new accesses to them if they are to continue to perform their function as routes for the safe and expeditious movement of long distance through traffic. A particularly strict policy is appropriate to high quality stretches of rural trunk roads and to trunk roads of near motorway standard inside and outside urban areas.

Where a development is likely to generate a material increase in traffic (as defined in PPG13) either via an existing access (whether direct or indirect via a local road) or via an otherwise acceptable new access to a trunk road, which would result in the access, or the main line of the trunk road, becoming overloaded, the Secretary of State would normally advise (but if necessary, direct) the LPA to refuse the planning application. Alternatively, if improvements to the existing or proposed new access could be designed, consistent with the Secretary of State’s 15 year design horizon to provide the additional capacity and trunk road conditions up and down stream of that access are left no worse off than if the development hadn’t taken place, the Secretary of State could advise (or again, if necessary, direct) the LPA to impose conditions on any planning permission that the development should not occur unless and until those improvements have been carried out.

The Highways Agency would thus not expect to object to developments consistent with the proposals in the local plan, subject to the completion of any highway works which are considered necessary and acceptable in relation to the trunk road network.”

The necessity for and scope of a Traffic Impact Assessment should be discussed at an early stage with the Highways Agency.

POLICY E7

The Council will continue to implement the Traffic Impact Assessment requirements for local roads operated in association with the County Highway Authority and Department of Transport for relevant developments, as based on the recommendation of the Institute of Highways and Transportation.

- 6.3.4 The Countryside Commission have, in recent years, been recommending that roads which provide popular access routes into the countryside from settlements for walkers and cyclists should be considered for lower speed limits and other traffic calming measures in order to make them safer and more attractive for such recreational users.
- 6.3.5 The Proposals Map shows a series of such roads that the Authority will examine in order to consider their suitability for such measures. The Authority will seek the County Council’s support in this. Any roads that are so designated would then be subject to strict limitations on the type and amount of development allowed along them.

POLICY E8

The Proposals Map shows a number of roads which the Authority, in association with the County Council, will consider as possible Green Routes, where lower speed limits would be imposed and other traffic calming measures implemented. Along any route so designated the Authority will limit development to that for which there is an economic and social justification, which would override the importance of the route for leisure uses.

PART 4 : PARKING

6.4.1 The Authority's parking requirements on development sites are clearly set out in 'Parking Guidelines in Cumbria', as updated in 1997, which was formally adopted by this Authority in July 1997.

POLICY E9

All development should provide for its car parking requirements. However, within the Barrow town centre block (indicated in Proposals map 4 and where A13, B7, C5, C6 & C7 apply) private parking provision will not be required on-site for residential or commercial development. Parking within that area will only be available on-street or within publicly provided off-street areas. This may require the payment of commuted sums towards the cost of publicly provided parking in lieu of on-site parking provision. Development proposals in the Barrow town centre block will further be considered having regard to the level of public transport provision in the area and any improvements to that provision proposed by developers.

6.4.2 At the time of preparation of this Review, Barrow's town centre is in a state of flux and the direction of the Council's parking strategy has not been finalised. The 1991 Local Plan gave extensive coverage to the matters of short-term and long-term parking and identified priorities for provision in each category. The Council's future strategy for car parking provision and charging policy in and around Barrow Town Centre, including adjacent residential areas has now been incorporated in the Cumbria Local Transport Plan, of which the relevant extract forms an Appendix, see appendix 11.

6.4.3 Since the 1991 Plan, Portland Walk has been completed and its roof top parking provided. Partly as a result there are currently some empty shops in Dalton Road but it is considered likely that they will be reoccupied or redeveloped in due course. The parking needs of the town centre cannot, therefore, be firmly established. It is hoped also that the Single Regeneration Budget scheme will bring about more commercial re-use of properties along Abbey Road and Duke Street.

6.4.4 The effect of all these developments is likely to be that more parking spaces have to be provided. This will also link in with the Authority's overall strategy of promoting Barrow as a wet weather destination for tourists in the Lakes, as well as a shopping

centre for people living in the southern Lake District. The Council recognises that PPG13 is opposed to there being increased travel to town centres by car for shopping purposes. However, the Authority feel that in more global terms it would be more sustainable for people living just beyond Barrow's present half hour drive time catchment to travel to Barrow, rather than Lancaster or Preston, where Barrow is the closest centre to them and has least traffic problems.

PART 5 : PUBLIC TRANSPORT AND NON-MOTORISED TRANSPORT

6.5.1 An important indicator of sustainability is the extent to which encouragement and promotion is given to public transport. However, the degree to which a Local Planning Authority can influence this is limited as the level of rail and bus service is largely dictated by the relevant operators.

6.5.2 With regard to rail, three possible additional station sites have been identified:-

- A. Park Road. This Plan has a considerable allocation for more employment sites along Park Road. As these become developed, the Authority will seek to enter discussions with developers over a funding package for the provision of a station or halt to serve the area, when it is considered that there will be sufficient traffic to justify such a scheme.
- B. Furness Abbey. Various tourism and other studies over the years have identified that there could be considerable interest in having a station or halt to serve the Furness Abbey area. This would not only benefit visitors to the Abbey but it could also serve other nearby sites such as Furness General Hospital and the 6th Form College. It is, however, only considered feasible if the area is made into a more enhanced visitor attraction by measures such as linking Furness Abbey into Abbotswood or the provision of enhanced catering facilities in the immediate vicinity of the Abbey. Also, for safety reasons, a site would have to be found away from the curve of the original station site. A policy covering a possible Furness Abbey Station was a feature of the original Local Plan.
- C. Lindal. Lindal Station closed in the 1950s. However, with the development of the Colony Candle visitor attraction there is increased justification for its reopening.

POLICY E10

Development will be refused if it is considered to prejudice the ability to develop in due course the possible station sites at:-

1. *Park Road;*
2. *Furness Abbey; and*
3. *Lindal.*

POLICY E11

The Authority will wish to enter into discussions with developers whose schemes are in the vicinity of these sites and considered likely to generate additional passenger traffic with a view to establishing partnerships for the funding of the stations and for the provision of sidings where there is also potential for freight traffic.

6.5.3 The following policies (E12 to E20) are justified by the need to encourage the greater use of public transport, as part of the Authority's sustainability strategy and in furtherance of the Government White Paper 'A New Deal for Transport : Better for Everyone.'

POLICY E12

The Authority will protect parking facilities and space suitable for parking at station sites, both existing and proposed, from development.

POLICY E13

The expansion of freight handling facilities by rail and sea will be approved provided the increase in traffic generated by the development does not have a significantly adverse effect on the amenities of residential areas or on other environmental resources.

6.5.4 The Council is keen to support the transfer of freight traffic to rail wherever possible. To this end the sites allocated for employment use next to the railway along Park Road are required to reserve a strip of land next to the railway to allow rail sidings to be constructed.

POLICY E14

Proposals involving the transfer of freight traffic to railways and proposals for new development likely to have high rail dependency will be approved, subject to the Authority being satisfied that the other policy criteria of this Plan have been met.

Cycling and Walking

6.5.5 Increased use of cycles can play an important role in the shift towards a transport system less dependent on the car. The Government is calling for:

- A. Local authorities to consider cycling from the outset in planning and traffic management;
- B. Secure cycle parking to be made available near offices, shopping centres and public transport stations;

- C. Employers to make cycle parking, changing and shower facilities available; and
- D. Cycling to be seen as a sensible means of transport offering a realistic alternative to the car, both in local and composite journeys.

6.5.6 The Government's 'National Cycling Strategy' commits it and local authorities to the doubling of bicycle use by the year 2002 (from a base of 1996 levels) and to double it again by 2012. Under this Strategy local authorities are also asked to produce their own Green Transport Plans and this is currently being investigated by the Authority.

6.5.7 Cycling is a healthy and pollution-free means of travel but cyclists are at risk on busy roads and separate routes are needed to provide safe alternatives to the main routes both in and out of town.

6.5.8 The Proposals Map shows a network of possible cycle routes, some of which would be within the highway, some not, with a particular emphasis on improving accessibility by safer routes to schools, town centres, local centres, leisure attractions and employment areas.

POLICY E15

Provision for cyclists will be improved, with dedicated cycle routes and paths being identified and developed within and between settlements, with a particular emphasis on schools, town centres, other centres and leisure facilities. The Proposals Map shows a framework of 'desire line' routes, which will be the subject of further joint studies with the County Council, in association with the Local Transport Plan process. Development considered likely to generate significant numbers of cycle users within the vicinity of a proposed or possible cycle route will be the subject of discussions with the developers in order to secure Section 106 Obligations for the making of contributions towards their provision. Cycleways should be provided to standards acceptable to all users and as required by the County Highway Authority, to ensure their long term adoption and maintenance by the County Council.

POLICY E16

Secure cycle parking provision, in accordance with the Council's adopted guidelines, will be required in all new car parks, particularly those associated with employment, retail, leisure and educational developments. Also the Authority will favour the provision of shower facilities at employment-generating developments.

6.5.9 The creation of better conditions for pedestrians can encourage people to leave their cars at home and generally ensure healthier lifestyles. Improved and well publicised pedestrian and cycle routes from residential areas to town and local centres, traffic calming, environmental improvements, pedestrianised streets, wider pavements and narrower carriageways can all help to shift the balance in favour of the pedestrian. To this end the Authority is now working jointly with South Lakeland District Council, Cumbria County Council, the Countryside Commission and others on a pilot study into the provision of Greenways in the Furness Area.

POLICY E17

Where feasible the Council will require new development schemes to contribute to an improvement in conditions for pedestrians, with the objective of increasing journeys on foot, reducing car dependence and improving the environment. The facilities that are created must provide quick, direct routes, that are adequately lit and properly surfaced to ensure the safety of users.

POLICY E18

All rail routes, whether currently in use or disused, will be considered as possible walking or cycling routes and protected from development where the Authority have identified that their long term protection for this purpose or for possible reopening overrides any short term economic or other benefits. This Policy will also apply to other areas of land which the Authority have identified as being suitable for inclusion in a programme for the provision of Greenways.

PART 6 : TAXIS

6.6.1 The Council has, since 1989, operated a policy that taxi businesses should be located in suitable premises in the commercial sector of the town centre, with adequate off-street parking facilities nearby and the office not being adjacent to residential properties. The Authority allows up to two taxis/private hire vehicles to be operated from a dwelling, provided they are only operated by occupiers of that dwelling. This is in order to help to reduce the use of the private car.

POLICY E19

The Council will only allow taxi businesses in commercial areas, where there is adequate off-street parking space, either at the site or within the vicinity and the office is not adjacent to residential property.

POLICY E20

Up to two taxis/private hire vehicles will be allowed to operate from a dwelling without the need for planning permission, provided they are only operated by occupiers of that dwelling and their parking does not cause undue congestion or an adverse impact on residential amenity.