

# **CHAPTER 8**

## **Transport and Movement**

## 8.0 Introduction

- 8.1 Policies in this chapter are concerned with the integration of land-use decisions with those on transport investment and management and consequently reducing reliance on the private car. The policies relate to the transport impact of developments and to new transport proposals with land-use implications.
- 8.2 Bradford's transport problems do not begin or end at its borders. A sustainable transport strategy for Bradford therefore is only meaningful as one piece in the jig-saw of a sustainable transport strategy for West Yorkshire – implemented in partnership with neighbouring districts, transport operators, health authorities and various other bodies with an interest in transport. The most important contribution of planning to this is to influence the design, amount of parking, traffic and environmental impact, and location of new development.

### Transport Problems

- 8.3 The current trend of increasing car use, with the associated problems of congestion, road danger and environmental pollution, is unsustainable.
- 8.4 Car ownership has brought considerable benefits for many people by improving access to a wide range of facilities. Increased car ownership, however, can lead to increased car usage.
- 8.5 High levels of car ownership and usage not only cause traffic-related problems but also result in less use of public transport and dispersed journey patterns. This can lead to bus services becoming more expensive, less frequent and less reliable because of congestion. Walking and cycling also become less attractive.
- 8.6 The overall decline in public transport reduces travel choices for those people without access to a car and this can lead to increased car ownership and use. This situation may become worse, because car ownership in Bradford is low compared to the national average, there is every likelihood of continuing growth. This growth can lead to unacceptable consequences, which can be summarised as follows:

### Economic Impacts

- Congestion affecting the ability of firms to obtain and make deliveries and to attract a workforce;
- Discouraging inward investment in urban areas.

### Social Impacts

- Affecting and limiting choices of non-car transport modes, such as cycling, walking and buses;
- Social & health problems (e.g. stress) resulting from long and difficult commuting times;
- Safety of vulnerable road users, in particular children and the elderly.

### **Environmental Impacts**

- Poor air quality and the consequent impact on public health;
- Noise & vibration;
- Severance and visual impact of transport, both directly and indirectly, on the form and appearance of places;
- Loss of non-renewable resources, e.g. oil;
- Effect on global warming through the release of green house gases.

### **Strategic Context**

#### **The Government's Integrated Transport White Paper 1998**

- 8.7 The 1998 White Paper is concerned with integration, which it defines as: integration within and between different types of transport to make connections work; between transport and environment policy for a better environment; with land use planning to reduce the need to travel; and between transport and our policies on education, health and wealth creation so that transport helps make a fairer, more inclusive society.
- 8.8 The White Paper aims to achieve a better balance so that people are encouraged to use the car less and make more use of environmentally friendly modes, such as public transport. The proposed planning related measures include:
- 8.9 New income streams for local authorities to tackle pollution and congestion by levying charges for driving into town centres and for workplace parking;
- 8.10 Local Transport Plans to deliver five-year strategies to meet local needs. These will cover all forms of transport and include local targets for improving air quality, road safety, walking and cycling, public transport and road traffic reduction.
- 8.11 Greater investment in bus services, through up-graded Quality Partnerships between Local Authorities and operators.
- 8.12 A Strategic Rail Authority, which will take on the task of managing passenger railway franchising, driving up service quality;
- 8.13 Better Land Use Planning; it proposes emphasising access to leisure, jobs and services by foot, bicycle and public transport. Policies for parking should support this. Development plans should better safeguard facilities for sustainable transport. New housing should avoid undue reliance on the car. Where major development cannot provide good public transport then the place should be used for activities that do not generate significant travel demands. Development plans should be integrated with local transport plans.

#### **Local Transport Plan Guidance (1999 and 2000)**

- 8.14 This stresses the importance of integrating local transport plans and development plans, and that ideally their preparation should take place in parallel. Authorities need to undertake a fundamental review of their transport strategy. Planning

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policies on parking need to minimise the level of parking associated with development through the adoption of maximum standards.

#### **PPG12 Development Plans (December 1999)**

- 8.15 This particularly stresses the role of development plans in integrating transport and land use policies. The development plan strategy should underpin the land use issues arising from the implementation of a local transport plan. Development plans should include specific policies and proposals on the overall development of the transport network and related services. Traffic reduction and air quality targets should be included.
- 8.16 There is a strong presumption against the building of new roads unless all other options are shown to be impractical. Alternative options include making better use of the existing road network, traffic management measures, public transport improvements, alternative locations for the development.

#### **Draft PPG13: Transport (October 1999)**

- 8.17 The draft revised PPG13 aims to promote more sustainable transport choices and reduce the need to travel, especially by car. It stresses those strategies in the development plan and the transport plan should complement each other and that consideration of development plan allocations and local transport investment and priorities are closely linked.
- 8.18 Amongst the main planning policies that it promotes are focusing major generators of travel demand in town and district centres and near to major transport interchanges and locating day to day facilities in local centres so that they are accessible by walking and cycling. A key planning objective is to ensure that jobs, shopping, leisure and services are highly accessible by public transport, walking and cycling. It particularly stresses contributing to social inclusion by ensuring that development is accessible by public transport from deprived areas. It requires parking policies, which restrain the overall amount of parking to reduce reliance on the car for work and other journeys.
- 8.19 It requires development plans to allocate sites for intensive development, potentially mixed-use, where these are highly accessible by non-car modes, and conversely allocate or re-allocate sites unlikely to be well served by non-car modes for uses which are not travel intensive.
- 8.20 It recommends negotiating improvements to public transport as part of development proposals, in order to reduce the need to travel by car and parking at such sites. Transport assessments should be submitted with major developments and should illustrate the likely modal split of journeys, and details of proposed measures to improve public transport, walking and cycling and reduce the number and impact of motorised journeys associated with the development. The role of travel plans is stressed in this regard, and these can be required where transport impact is a particular concern.

**PPG3 Housing**

- 8.21 PPG3 recommends that new housing is located on derelict or under-used land, preferably in or near to existing city, town and district centres, and that it is located where there is good access to public transport, and to jobs, shopping and leisure services. The guidance recommends that housing density standards should avoid low densities, while those near places with good public transport should be higher.

**Draft Regional Planning Guidance (October 1999) & Public Examination Panel Report (October 2000)**

- 8.22 Recognise that high levels of road transport use have led to traffic congestion. Local authorities should focus new developments on locations which will reduce the need for travel, but where new developments will impose extra travel demands, authorities should consider the scope for securing contributions to help finance necessary improvements to roads and public transport.

**The National Air Quality Strategy (1997)**

- 8.23 This sets out a new system of local air quality management in which local authorities will take the lead. Local authorities are required to identify and designate Air Quality Management Areas (AQMAs), with air quality action plans setting out how acceptable levels of air quality can be reached by 2005. Development Plans and Air Quality Action Plans should have regard to each other, and it is stressed that the impact of a development on air quality is a material planning consideration.

**District Strategy**

- 8.24 The 20/20 vision provides an overview and strategic vision for the district. The vision will be delivered through the Unitary Development Plan and the Local Transport Plan taking into account the district's transport problems and strategic guidance mentioned above. In meeting the 20/20 vision the transport challenge is 'The need to develop a transport system that allows business and regeneration of the district to flourish and expand whilst improving the environment and road safety generally'.
- 8.25 Taking into account the district's transport problems mentioned earlier and the various requirements of government policy and guidance, the transport objectives of the Unitary Development Plan are as follows:
- (1) To reduce the environmental impact of traffic, such as noise, vehicle emissions and accidents.
  - (2) To reduce the need to travel, especially by the private car, and thereby promote social inclusion by planning for houses, jobs and local facilities in the local area.
  - (3) To co-ordinate planning and regeneration to achieve transport improvements which enhance the attractiveness of regeneration areas, as well as ensuring that development in regeneration areas is designed and

located so that it is attractive to access by public transport, where necessary by securing service improvements.

- (4) To provide real choice of transport for the district's residents, workforce and visitors. In particular to improve the quality of accessibility by public transport, walking and cycling.
  - (5) To make better use of existing road space and reduce the environmental impact of traffic by prioritising sustainable modes of transport - such as walking, cycling and buses - in managing traffic. Using this to minimise the amount of road building to that which is essential to secure access to regeneration areas;
  - (6) To ensure that the needs for freight transport and servicing are met - including a greater emphasis on non-road based freight transport.
- 8.26 Transport is very rarely an end in itself. Its role is to facilitate social and economic activities. Therefore land use decisions need to be integrated with the public transport network and the development of an integrated transport system linked to regeneration programmes and environmental improvement. Integration also needs to be more comprehensive; there needs to be sufficient public transport to take journeys shifted from the private car, it also requires a greater emphasis to the neglected mode of transport that does the integrating - i.e. walking - and on means of integration, such as interchange facilities. Public transport will not be used unless there is an attractive walking environment at the beginning and end of the public transport component of the journey.
- 8.27 The strategy is to focus transport investment, especially public transport investment, in support of key regeneration opportunities. Additional capacity is also to be provided in areas of high demand, in order to achieve a significant shift away from the use of the private car. Restricting parking in developments and increasing on-street parking controls will reinforce this.
- 8.28 The problem for rail is a lack of capacity on the Airedale and Wharfedale lines and lack of interchange facilities. For road based transport, improvements will require a re-allocation of road space away from cars towards public transport, cycling and walking.
- 8.29 Car-borne trips that can be most easily shifted to more sustainable modes, such as trips on the school run, short trips that can be easily made by foot and cycle, and work trips to town centres and other areas with good public transport, need particular attention. Longer-term measures need to be focused on the more difficult issue of commuter and shopper journeys, although some measures can have an early impact - such as parking restraint.

#### **Transport Impact of Development Proposals**

- 8.30 With the national shift away from building roads, priority needs to be given to making better use of existing roads. This cannot mean simply increasing their capacity to take through traffic - this is likely to be counterproductive and have unacceptable air quality implications. Priority is given to the movement of 'people and goods' rather than vehicles per-se.

**Policy TM1**

**DEVELOPMENT PROPOSALS WILL BE ASSESSED, WHERE APPROPRIATE, FOR THEIR TRANSPORT IMPACT ON THE ENVIRONMENT, THE HIGHWAY NETWORK AND ALL TRANSPORT MODES, INCLUDING PUBLIC TRANSPORT, WALKING AND CYCLING.**

**DEVELOPMENTS HAVING A SIGNIFICANT IMPACT ON THE TRANSPORT NETWORK SHOULD SUBMIT AN INDEPENDENT TRANSPORT ASSESSMENT. THIS SHOULD INCORPORATE PROPOSED TRAFFIC REDUCTION MEASURES BY THE DEVELOPER AND MEASURES TO PROMOTE SUSTAINABLE TRAVEL INCLUDING USE OF PUBLIC TRANSPORT, WALKING AND CYCLING.**

**WHERE THE TRANSPORT IMPACT IS UNACCEPTABLE, AS DEFINED IN POLICY TM2, THEN THE DEVELOPMENT WILL NOT BE PERMITTED, UNLESS MEASURES ARE SECURED AS PART OF THE APPLICATION (POLICY TM3) TO MAKE IT ACCEPTABLE.**

- 8.31 The purpose of this policy is to ensure that the traffic impact of development with the potential to attract high numbers of visitors is properly assessed.
- 8.32 Developments likely to have a significant transport impact are required to submit a formal Transport Assessment (TA). This is a written statement setting out details of transport conditions both before and after a proposed development has been built. The TA should cover all modes of transport including public transport, cycling and walking. If a planning application is not accompanied by a full Environmental Statement, then the effect of any additional traffic on air pollution and noise should also be included. The impact of smaller schemes, not requiring a TA, should be assessed through the normal development control process against the Plan policies. Thresholds for Transport Assessments will be set in accordance with national guidance, when this becomes available.

**Impact of traffic and its mitigation**

- 8.33 National policy supports the use of measures to mitigate unacceptable transport impact from development proposals, including the use of contributions to improve accessibility. Measures will be strictly and proportionately related to the development in question, which may include access improvements to the area in which the development is located, but will not be used to relieve existing problems unless the development is likely to exacerbate these problems.

**Policy TM2**

**DEVELOPMENT THAT WOULD CAUSE OR MAKE WORSE AN UNACCEPTABLE TRANSPORT IMPACT FROM TRAFFIC GENERATED WILL NOT BE PERMITTED, PARTICULARLY WHERE:**

- (1) **THE LEVEL OF TRAFFIC GENERATED/ATTRACTED IS GREATER THAN THE PARKING TO BE PROVIDED ON SITE IN ACCORDANCE WITH THE PLAN'S STANDARDS AND ANY RESULTING ON STREET**

**PARKING WOULD CAUSE UNACCEPTABLE TRAFFIC MANAGEMENT PROBLEMS; AND/OR**

- (2) THE TRAFFIC GENERATED BY THE DEVELOPMENT WOULD ADVERSELY AFFECT THE MOVEMENT, SPEED AND RELIABILITY OF BUS SERVICES; AND/OR**
- (3) THE DEVELOPMENT WOULD BE LOCATED WHERE PUBLIC TRANSPORT ACCESSIBILITY IS INSUFFICIENT TO SERVICE THE SCALE AND INTENSITY OF THE USE; AND/OR**
- (4) THE DEVELOPMENT IS NOT EASILY AND SAFELY ACCESSIBLE TO PEDESTRIANS AND CYCLISTS; AND/OR**
- (5) THE PROPOSALS WOULD CAUSE UNACCEPTABLE ROAD SAFETY PROBLEMS; AND/OR**
- (6) THE HIGHWAY NETWORK IS UNABLE TO COPE WITH ADDITIONAL TRAFFIC WITHOUT PRODUCING UNACCEPTABLE LEVELS OF CONGESTION AND PARTICULARLY WHERE THIS WOULD CAUSE A PROBLEM ON THE STRATEGIC HIGHWAY NETWORK RESULTING IN THROUGH TRAFFIC USING LOCAL ROADS; AND/OR**
- (7) THE PROPOSAL WOULD HAVE UNACCEPTABLE ENVIRONMENTAL PROBLEMS SUCH AS NOISE OR AIR QUALITY (ESPECIALLY AFFECTING ANY DESIGNATED AIR QUALITY MANAGEMENT AREAS); AND/OR**
- (8) THE PROPOSAL WOULD CAUSE A SIGNIFICANT INCREASE IN THE NUMBER AND/OR THE LENGTH OF JOURNEYS MADE BY THE PRIVATE CAR.**

**TM3 MEASURES TO MAKE TRANSPORT IMPACT ACCEPTABLE**

**THE COUNCIL WILL CONSIDER MEASURES TO MITIGATE UNACCEPTABLE TRANSPORT IMPACT TO ENABLE THE DEVELOPMENT TO GO AHEAD, AND THESE WILL BE SECURED AT THE DEVELOPER'S EXPENSE WHERE NECESSARY. MEASURES WILL INCLUDE:**

- (1) PUBLIC TRANSPORT IMPROVEMENTS SUFFICIENT TO SERVICE THE SCHEME OR AREA;**
- (2) TRAFFIC CALMING MEASURES;**
- (3) ON STREET PARKING CONTROLS/WAITING RESTRICTIONS;**
- (4) IMPROVEMENTS TO PEDESTRIAN AND/OR CYCLE FACILITIES;**
- (5) ROAD SAFETY AND ESSENTIAL HIGHWAY IMPROVEMENTS; ;**
- (6) DEMAND MANAGEMENT MEASURES FOR REDUCING CAR USE TO AN ACCEPTABLE LEVEL SUCH AS GREEN TRANSPORT PLANS.**



- 8.34 The Council seeks to reduce the impact of traffic through encouraging appropriate measures within development proposals, primarily through the levels of parking provision, appropriate contributions to public transport, fostering alternative methods of travel and the provision of Travel Plans (formerly Green Transport Plans).

### **Travel Plans**

- 8.35 A 'Travel Plan' produced by the organisation that would occupy a proposed development can help to minimise adverse transport impact by encouraging employees and other users of a development to reduce their car-use, and are now tax-free.
- 8.36 The Travel Plan should set objectives for reducing car usage, increased walking, cycling and public transport use, improvements in safety features, environmentally friendly freight movement and delivery services. These may be made binding by attaching conditions on any planning permission or through a Section 106 Agreement. However, it should be noted that a development proposal might not in itself be made acceptable by the provision of a Travel Plan if it is the wrong use in the wrong location.
- 8.37 Methods of achieving these objectives might include car-sharing schemes, the provision of adequate facilities for cyclists, providing bus links to public transport interchanges, providing loans for purchase of season tickets or bicycles, teleworking, flexitime and staggered working hours.

### **Public Transport Contributions**

- 8.38 Public transport improvements will be sought where the public transport impact of the development is unacceptable (policy TM2).
- 8.39 It must be borne in mind, however, that developer contributions for public transport may not be an adequate substitute for a development that is poorly located as, even after the contributions, the site may not be as accessible as other sites, such as those in town centres. The proposed improvements should therefore be assessed to determine whether they will have a genuine impact on the modal split of travel to a development.
- 8.40 Also any contribution might only be over the short term (e.g. 3 years) but the services provided need to be viable in the longer term. The main purpose of revenue contributions therefore should be for 'pump priming'. Money is needed because the early stages of a development may not generate enough demand to justify services being provided in their own right. However, it is always necessary to provide public transport early in the life of a development to ensure that people have a choice of transport modes and do not become dependent on car use. It will not be sufficient to anticipate that operators will service a development - this should be discussed between the operators and the planning authority at an early stage.

## Public Transport

### New Railway Stations

- 8.41 The West Yorkshire Passenger Transport Executive (WYPTE) envisage a higher level of activity in providing new railway stations during the Plan period than in the last 10 years.

#### Policy TM4

**THE UPGRADING OF EXISTING STATIONS AND FORMATION OF NEW STATIONS, AS IDENTIFIED ON THE PROPOSALS MAP, IS SUPPORTED. THESE SHOULD, WHEREVER PRACTICAL, INCLUDE:**

- (1) THE DEVELOPMENT AND ENHANCEMENT OF PHYSICAL INTERCHANGES, INCLUDING INTEGRATION BETWEEN RAIL SERVICES, BUS SERVICES AND OTHER MODES (AND WHERE POSSIBLE PARK & RIDE FACILITIES);**
  - (2) DISABLED ACCESS FROM BUSES AND THE STREETS TO TRAINS IN COMPLIANCE WITH THE REQUIREMENTS OF THE DISABILITY DISCRIMINATION ACT TO MAKE THE RAIL NETWORK ACCESSIBLE TO A WIDER RANGE OF THE COMMUNITY;**
  - (3) ADEQUATE SECURE CYCLE PARKING FACILITIES;**
  - (4) AN APPROPRIATE VISUAL IMPACT AND SETTING FOR THE LOCALITY, IN ACCORDANCE WITH THE PLAN'S DESIGN POLICIES; AND**
  - (5) GOOD LIGHTING AND HAVE GOOD COMMUNITY SAFETY ARRANGEMENTS FOR PASSENGERS, BOTH WHEN STAFFED AND UNSTAFFED.**
- 8.42 New sites in Bradford as identified in Rail Plan 5 are at Apperley Bridge, Laisterdyke and Low Moor. Apperley Bridge and Low Moor are currently being considered for early implementation as part of Rail Plan 5 programme, whilst Laisterdyke may be considered for implementation during the Plan period.

### Railway Lines and Former Railway Network

- 8.43 There is potential for improvements in passenger and freight provision through improvements and additions to the rail network.

#### Policy TM5

**THE COUNCIL WILL SUPPORT AND ENCOURAGE THE RETENTION AND EXTENSION OF THE DISTRICT'S RAILWAY LINES, AND WILL ENSURE THAT DISUSED RAILWAY LINES, AS IDENTIFIED ON THE PROPOSALS MAP, ARE SAFEGUARDED FROM DEVELOPMENT TO ALLOW THEIR USE FOR SUSTAINABLE TRANSPORT PURPOSES. THIS USE COULD INCLUDE**

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**RAIL SCHEMES, CYCLE ROUTES, PEDESTRIAN PATHS AND BRIDLEWAYS.****Bus Priority**

Bus movement can often be significantly improved by introducing measures aimed at reducing congestion and improving the overall flow of traffic.

**Policy TM6**

**THE COUNCIL WILL SEEK TO PROMOTE EFFECTIVE PUBLIC TRANSPORT SERVICES BY IMPLEMENTING BUS LANES AND OTHER BUS PRIORITY MEASURES COMPRISING THE BUS PRIORITY NETWORK AS SHOWN ON THE PROPOSALS MAP IN PARTNERSHIP WITH THE WEST YORKSHIRE PASSENGER TRANSPORT EXECUTIVE (WYPTE), THE BUS OPERATORS AND OTHER STRATEGIC BODIES.**

**DEVELOPMENTS THAT ABUT THE BUS PRIORITY NETWORK WILL, WHERE APPROPRIATE, BE REQUIRED TO PROVIDE FOR THE EFFICIENT OPERATION OF BUS SERVICES INCLUDING BUS FACILITY AND/OR HIGHWAY IMPROVEMENTS, IN CONSULTATION WITH WYPTE; WHERE THE NEED FOR SUCH FACILITIES ARISES DIRECTLY FROM THE NEED TO SERVICE THE DEVELOPMENT BY PUBLIC TRANSPORT.**

Bus priority measures will be introduced where there are unacceptable delays to buses causing disruption to timetables and affecting service reliability, or where the free movement of buses through key junctions is impeded by congestion. These measures include bus lanes, gates, bus priority at junctions and bus stop clearways at bus stops. The provision of such facilities will help to ensure that buses can operate efficiently and reliably.

**Park And Ride**

- 8.44 The UDP seeks to encourage the use of public transport and thereby reduce the need for car parking in the city town centres. One of the keyways of achieving this aim is through the development of Park and Ride schemes for both rail and buses.

**Policy TM7**

**THE COUNCIL WILL SAFEGUARD THE SITES SHOWN ON THE PROPOSALS MAP FOR PARK AND RIDE CAR PARKS.**

- 8.45 The Council recognises that improving modal integration at rail stations is a key element in encouraging more sustainable travel. It is recognised that many rail passengers will still wish to arrive at stations by car and the Council recognises that it is particularly important to encourage car drivers to use rail services rather than driving for the whole journey. During the last 10 years Metro has reopened a number of new railway stations in the District and provided new ones. Most of these stations have associated car parking areas, which already provide Park and Ride facilities. Demand for these car parks has been such that Metro intend to increase the use of the local rail network by providing either new or enlarged

parking areas adjoining railway stations as demand justifies, and as suitable sites became available.

- 8.46 The Plan supports Metro's objective for the continued development of Park and Ride facilities. This will include the promotion and extension of existing station car parks in order to extend the local catchment of the station and also the development of more strategic Park and Ride sites (possibly involving new stations) aimed at relieving particular congestion locations. To encourage commuters to make at least part of their journeys by public transport and to maximise the advantages of rail electrification, the Plan safeguards existing car parks and proposes further parking areas that are close to railway stations.
- 8.47 It is the Council's intention through the Local Transport Plan that provisions will be made for comprehensive bus park and ride schemes during the life of the Plan. These schemes are likely to focus on rapid non-stop bus travel from the outskirts of Bradford to the City centre. A scheme has been identified for early implementation adjacent to Odsal Stadium. Other areas for car parking would need to be located at strategic positions on the edge of the urban area next to the principal commuter highways. It is possible that parking areas of approximately 2 hectares at some or all of the following locations may be proposed during the life of the Plan.
- Apperley Bridge  
Thornbury  
Tong Street  
Low Moor  
Clayton Heights  
Haworth Road/Bingley Road
- 8.48 Since it is too early to make definite proposals for these areas in the Plan, it is likely that some of them may conflict with policies in the Plan. In such cases the merits of the total scheme will be examined in the context of the Plan's general support for proposals which increase the attractiveness of using public transport. (Park and ride should lead to less congestion on the roads, less traffic going through the inner urban area and less emission of exhaust gases).
- 8.49 For bus park and ride to succeed it must be supported by planning and transport measures which complement each other. Through its role as Highway Authority, the Council will support bus services through priority measures on the appropriate radial routes. The introduction of bus park and ride would help counter current peak time congestion on the highway network and also help stem the anticipated growth of commuter traffic in the Plan period.
- 8.50 The advantages of bus priority measures would not be confined to the operators of park and ride but also enjoyed by normal services. To guarantee the integrity of the priority measures for fast, reliable journeys on a bus park and ride system, highway improvements may be necessary to widen existing roads, as part of the total scheme

### **New Pedestrian and Cycle Links**

- 8.51 The importance of walking and cycling as modes of transport is highlighted at a local level by the publication of the West Yorkshire Walking and Cycling Strategies as an integral part of the Local Transport Plan, and at a national level by the government's draft 'Developing a Strategy for Walking', National Cycling Strategy and the Integrated Transport White Paper.

#### **Policy TM8**

**THE COUNCIL WILL REQUIRE THE PROVISION, WHERE APPROPRIATE, OF NEW PEDESTRIAN AND CYCLE LINKS THROUGH DEVELOPMENT SITES AND OPEN SPACES, ESPECIALLY WHERE THESE WILL PROVIDE LINKS TO EXISTING ROUTES.**

- 8.52 This policy confirms and reinforces the Design Policies D7 and D8, as such it should be read in conjunction with those policies.
- 8.53 These modes of transport are also growing in importance as health and leisure activities. The Council thus seeks to take action to encourage and support these activities through expansion of existing networks by providing new links wherever possible. Development sites and open spaces provide the opportunity for linking new and existing pedestrian and cycle routes.

### **Protection of Routes**

- 8.54 The Council recognises the value of walking and cycling as a mode of transport. Because routes should be direct, developments should not obstruct or cut across established footpaths, bridleways or cycle routes, unless alternative provision is made (also refer to Policies D7 and D8).

#### **Policy TM9**

**DEVELOPMENTS THAT SEVER EXISTING FOOTPATHS, BRIDLEWAYS, RIGHTS OF WAY OR CYCLE ROUTES, WILL NOT BE PERMITTED, UNLESS AN ACCEPTABLE ALTERNATIVE ROUTE IS MADE AVAILABLE.**

**DEVELOPMENTS OR APPLICATIONS, WHICH WOULD BLOCK OR UNACCEPTABLY DIVERT PUBLIC RIGHTS OF WAY, WILL NOT BE PERMITTED.**

**DEVELOPMENTS THAT ENCLOSE INTO NARROW CONSTRICTED CORRIDORS, FOOTPATHS, BRIDLEWAYS, RIGHTS OF WAY OR CYCLE ROUTES, WILL NOT BE PERMITTED.**

- 8.55 People need to feel secure when using such routes so developments should maintain or enhance the safety and attractiveness of such routes by the provision of good sightlines and a spacious and inviting environment.
- 8.56 Consent is needed under the Planning Act to block or divert a public right of way. The Council maintains a 'definitive map' of public rights of way, but in addition to

this are 'permissive' rights of way that have been in use by the public for many years.

### **The National And Local Cycle Network**

- 8.57 The Council is committed to making a contribution to both national and local cycle networks and looks to working in partnership with developers to do this

#### **Policy TM10**

**THE NATIONAL AND LOCAL CYCLE NETWORK AND ASSOCIATED LINKS AS SHOWN ON THE PROPOSAL MAP WILL BE IMPLEMENTED. DEVELOPMENTS SHOULD FACILITATE OR INCORPORATE THE NETWORK AND ASSOCIATED LINKS.**

**MAJOR DEVELOPMENTS WILL BE EXPECTED TO CONTRIBUTE TOWARDS THE CONSTRUCTION AND IMPROVEMENT OF THE NATIONAL AND LOCAL CYCLE NETWORK AND LINKS TO IT, WHERE SUCH FACILITIES WOULD SERVICE THE DEVELOPMENT BY SUSTAINABLE MODES.**

- 8.58 The National and Local Cycle Network is part of a system of traffic-free routes, traffic- calmed routes and minor roads for cyclists, walkers and where appropriate horse riders.

### **Parking and Traffic Restraint**

- 8.59 The government has made a policy shift to maximum car parking standards and the policies in the plan must reflect this change. The council recognises the importance of car parking in managing travel demand. It is also important to make efficient use of land in new developments this is particularly relevant for housing development. The revised PPG13 advises that parking standards should be set as maximum levels for broad classes of development. Regional Planning Guidance advises that a matrix of parking standards should be developed based on public transport accessibility. The Council accepts the need to move towards maximum standards and guidelines have been produced based on public transport accessibility levels, as given in Appendix C.

### **Parking Standards For Non-Residential Developments**

- 8.60 The level of private non-residential parking provided within developments is a major influence on peak hour traffic volumes. Therefore setting maximum restraint based parking standards can help reduce car use.

#### **Policy TM11**

**DEVELOPMENTS WILL BE PERMITTED WHERE THE PROPOSED CAR PARKING PROVISION IS AT OR BELOW THE MAXIMUM STANDARDS AS INDICATED IN THE GUIDELINES IN APPENDIX C.**

**THE LEVEL OF SUCH PARKING SHOULD NOT BE BELOW MINIMUM OPERATIONAL LEVELS (INCLUDING REQUIRED DISABLED PERSONS PARKING - POLICY TM18). CONDITIONS WILL BE IMPOSED REQUIRING OPERATIONAL PARKING TO BE RETAINED AS SUCH.**

**WHERE PARKING IS PROVIDED ABOVE THE OPERATIONAL MINIMUM, FOR NEW DEVELOPMENTS IN CITY AND TOWN CENTRES, ARRANGEMENTS SHOULD BE MADE TO ENSURE THIS PARKING IS MANAGED IN ACCORDANCE WITH POLICY TM14 AND IS MADE AVAILABLE FOR THE CENTRE AS A WHOLE AND NOT RESERVED FOR EMPLOYEES AND CUSTOMERS OF THAT DEVELOPMENT.**

- 8.61 Operational parking is permitted and required to cater for essential trips which cannot be made by public transport. This includes provision for people who cannot use public transport because of a disability (policy TM18), people working unsociable hours, and people maintaining the building or any other special need (the onus will be on the applicant to demonstrate special need). Operational parking is part of the overall parking maximum (not additional) and does not include provision for commuter or visitor parking.
- 8.62 The minimum levels of operational parking will be assessed individually. Special conditions may also be necessary to ensure these spaces are reserved for those with a special need to prevent the spaces being taken by commuters arriving at work first or senior staff.
- 8.63 Provision of parking above the operational minimum for new developments, in the city and town centres, should serve the centre as a whole and be managed in accordance with policy TM14. Planning permission will only be granted where satisfactory arrangements to manage the car parking have been made with the Council.
- 8.64 All proposed developments, will not only need to meet one of the Plan's non-residential parking standards, but will also need to show that their transport impact will be acceptable (needs to be tested by policy TM2). In some cases the resultant on street parking may be unacceptable without the introduction of on-street parking controls (see policy TM13). Another option is to secure introduction of travel plans (policy TM3) which discourage car commuting and encourage alternatives.
- 8.65 Motorcycles may be considered to have less impact on road capacity than cars, but they cause pollution and noise and can conflict with pedestrians and cyclists. Hence motorcycle parking needs to be managed in a similar manner to car parking. An appropriate proportion of spaces for motorcyclists will be allocated in off street car parks. On street facilities will mainly be provided in town centres, for short stay use only, and will need to be positioned so that they do not cause danger or obstruction to other highway users and would not be visually detrimental.

#### **Parking Standards For Residential Developments**

- 8.66 Parking at home and on residential streets is becoming an increasingly difficult issue. Restricting off-street parking in residential developments could lead to

unsafe on street parking on some congested streets (policy TM13 refers). There is also an argument that it is more equitable to restrain car use than car ownership and therefore some provision should be made for residential car parking. Providing more spaces than is strictly necessary, however, is a wasteful and visually intrusive use of land.

#### **Policy TM12**

**RESIDENTIAL DEVELOPMENTS WILL BE PERMITTED, WHERE THE PROPOSED CAR PARKING PROVISION IS AT OR BELOW THE LEVELS AS INDICATED IN APPENDIX**

**LOWER STANDARDS APPLY FOR DEVELOPMENTS OF AFFORDABLE HOUSING AND FOR UNITS LOCATED IN THE CITY AND TOWN CENTRES WITH VERY GOOD LEVELS OF PUBLIC TRANSPORT ACCESSIBILITY.**

**CAR FREE HOUSING DEVELOPMENTS WILL BE PERMITTED IN AREAS OF VERY GOOD PUBLIC TRANSPORT ACCESSIBILITY.**

- 8.67 Although there is no evidence to suggest that car ownership levels vary by public transport accessibility, it is recognised that a single standard is no longer appropriate. It is proposed to lessen the standard in areas with very good levels of public transport accessibility. This reflects increased traffic restraint and facilitates more intensive housing development and innovative designs in the city and town centres and in densely developed urban areas.
- 8.68 Hospitals are formally a residential use (C2), but they are so different from other residential institutions that they have their own parking standards covered by policy TM 11.
- 8.69 There is potential for 'car-free' housing developments in areas with very good public transport accessibility. But people should choose to live, rather than be forced to live, in these developments. It is important to ensure that people are not taking advantage of the fact that these units are likely to be cheaper, and subsequently end up owning a car that could transfer traffic problems onto adjacent streets. It is therefore essential that an occupancy condition applies to such developments to ensure that occupation is limited to people who do not own a car. Car pooling arrangements, where agreed by the local planning authority, may be acceptable for these developments.

#### **On-Street Parking Controls**

- 8.70 It is recognised that the Council's new 'restraint based' approach to parking standards will generate pressure for on street parking on residential roads near city and town centres and major employment areas. To manage this problem, the Council will to draw up comprehensive 'Parking Strategies' for these areas.

#### **Policy TM13**

**ON-STREET PARKING CONTROLS WILL BE INTRODUCED OR EXTENDED, SUBJECT TO PUBLIC CONSULTATION, WHERE COMMUTER AND/OR OTHER FORMS OF ON-STREET PARKING HAS, OR WILL HAVE**



**FOLLOWING DEVELOPMENT, AN UNACCEPTABLE IMPACT ON ROAD SAFETY, EMERGENCY SERVICE ACCESS, AMENITY OR TRAFFIC MANAGEMENT.**

**PRIORITY WILL BE GIVEN TO EXTENDING ON-STREET PARKING CONTROLS IN AREAS ADJOINING BRADFORD CITY CENTRE, OTHER TOWN CENTRES AND MAJOR EMPLOYMENT SITES.**

- 8.71 The coverage of on-street parking controls will be a factor in deciding whether the transport impact of a proposal is acceptable (policy TM1) and whether the extension of controls can solve this (policy TM3).

#### **Public Parking in City and Town Centres**

- 8.72 The city and town centres of the district differ in terms of their short stay parking provision, regeneration needs, customer base and public transport accessibility. Though this makes it necessary to draw up individual parking plans to promote their vitality and viability, the Council's car parking strategy in general seeks to give precedence to short stay parking in the central shopping areas, with some long stay parking provision on the periphery of the area.

#### **Policy TM14**

**THE CAR PARKS SHOWN ON THE PROPOSALS MAP WILL BE SAFEGUARDED.**

- 8.73 Management of city and town centre parking is essential, to discourage commuter parking and favour short stay parking for shoppers, to safeguard the attractiveness and viability of the centre. In conjunction with location of car parks, parking charges will be used as a means of deterring commuting by car. The Council will also encourage private operators of public car parks to apply pricing structures and design standards, which accord with the Council's policies.

#### **Bradford Central Shopping Area**

- 8.74 In order to safeguard the functions of the city and town centres, existing car parks defined on the proposals map are to be retained. However, if proposals to redevelop these sites could incorporate an equivalent area of car parking to that currently provided, as well as the operational minimum required to sustain the development, then that development proposal may be accepted, subject to satisfying other Plan policies.

#### **Policy TM15**

**NO NEW CAR PARKS WILL BE PERMITTED ON SITES WITHIN THE CORE OF THE CENTRAL AREA OF BRADFORD CITY CENTRE AS DEFINED ON THE PROPOSAL MAP.**

- 8.75 Bradford City Centre is the largest central shopping area in the district. In order to maximise its attractiveness as a safe and pleasant place to shop, the Council wishes to increase its focus as a pedestrian area and discourage the penetration of the core shopping area by vehicles. This objective would be undermined if

additional car parking facilities were to be provided within the central shopping area. Although the proposed Broadway Development is situated within the core area, its car parking facilities are accessed from outside the core area.

#### **Private Off Street Parking - Change of Use**

- 8.76 Planning standards of the 60's provided for car commuting which led to development incorporating large numbers of parking spaces. Almost 50% of parking spaces, in Bradford City Centre, are private off-street non-residential. Parking provision in many existing developments significantly exceeds the levels recommended by policy TM11, much of which is under utilised. The Council will therefore encourage change of use of parking space to appropriate town centre uses, in the city and town centres where there is very good public transport accessibility.

#### **Policy TM16**

**THE COUNCIL WILL ENCOURAGE CHANGE OF USE FROM PRIVATE OFF-STREET NON-RESIDENTIAL PARKING FOR CARS TO OTHER USES IN EXISTING DEVELOPMENTS.**

- 8.77 On street parking controls will need to be considered, where appropriate, in accordance with policy TM13. The reallocation of spaces for cycles and motorcycles will also be encouraged.

#### **Protection of Car and Coach Parking Outside the City and Town Centres**

- 8.78 Outside the city and town centres, there are a number of public car and coach parks serving the needs of villages and tourist areas. These car parks are essential as they take parking off the street and thus ease congestion and improve the general environmental quality of the villages as well as road safety.

#### **Policy TM17**

**EXISTING PUBLIC CAR AND COACH PARKS, OUTSIDE THE CITY AND TOWN CENTRES, SERVING THE NEEDS OF VILLAGES AND TOURISTS, SHOULD NOT BE DEVELOPED FOR OTHER PURPOSES. DEVELOPMENT PROPOSALS WILL ONLY BE ACCEPTED IF ALTERNATIVE SATISFACTORY PROVISION FOR PUBLIC CAR AND COACH PARKS CAN BE MADE IN THE VICINITY WITH ADDITIONAL PROVISION FOR THE NEEDS OF THE DEVELOPMENT ITSELF.**

#### **Parking For People With Disabilities**

- 8.79 The Disability Discrimination Act 1995 makes it unlawful for employers with 15 or more staff to discriminate against employees with disabilities. For many people with disabilities there are difficulties in using conventional public transport and private car travel can be the only practical option available.

**Policy TM18**

**THE COUNCIL WILL REQUIRE NEW DEVELOPMENTS TO PROVIDE APPROPRIATE PARKING ARRANGEMENTS FOR PEOPLE WITH DISABILITIES AND OTHERS WITH SPECIAL NEEDS SUCH AS A PARENT WITH YOUNG CHILDREN AND THE ELDERLY.**

- 8.80 In determining planning applications for non-residential development the Council will require dedicated car parking provision for people with disabilities. A minimum of 10% of any proposed parking spaces should be planned and reserved for people with disabilities, up to a maximum of 30 spaces. This policy should be read in conjunction with Policy D3, which deals with access to buildings and their surroundings for people with disabilities. Developers will also be encouraged to provide conveniently located and signed spaces for single parents with young children and the elderly.

**Cycle Parking**

- 8.81 Provision of secure cycle parking facilities is essential to encourage more use of this sustainable form of transport.

**Policy TM19**

**THE COUNCIL WILL REQUIRE PROVISION OF PARKING SPACE FOR CYCLES IN DEVELOPMENT SCHEMES TO THE MINIMUM LEVELS AS INDICATED IN THE GUIDELINES IN APPENDIX**

**THE COUNCIL WILL ENSURE THAT AN ADEQUATE NUMBER OF SPACES ARE PROVIDED FOR CYCLES IN PUBLIC OFF-STREET CAR PARKS WHERE THERE IS DEMAND.**

- 8.82 The Council will require the provision of off-street parking facilities within development schemes to be reserved exclusively for cyclists. The provision of changing and shower facilities will also be encouraged. On-street parking facilities will be provided for short stay use near libraries, shopping areas, public transport facilities etc. The facilities will need to be positioned so that they do not cause danger or obstruction to other highway users and would not be visually detrimental.

**Transport and Highway Improvements**

- 8.83 The Local Transport Plan makes provision for highway network development and where this requires land outside the highway the land for the scheme is safeguarded through this policy. There are other transport schemes most notably the districts cycle route network which also require land outside the highway these schemes are also safeguarded through this policy.

**Policy TM20**

**THE COUNCIL WILL SAFEGUARD LAND REQUIRED FOR TRANSPORT AND HIGHWAY IMPROVEMENT SCHEMES AS SHOWN ON THE PROPOSALS MAP.**

- 8.84 Details of the transport and highway improvement schemes are included in the Proposals Reports.

#### **Provision and Protection of Rail and Water Freight Facilities**

- 8.85 Rail and water are much more sustainable means of transporting freight, over longer distances, than by road. Even where movement by road is necessary for part of the journey, transshipment to rail/water for the remainder is to be preferred.

#### **Policy TM21**

**DEVELOPMENTS THAT ENCOURAGE MOVEMENT OF FREIGHT FROM ROAD TO RAIL AND WATER AND TRANSHIPMENT WILL BE PERMITTED.**

**FOR LONGER DISTANCE MOVEMENTS THE PROVISION OF SIDINGS WITHIN SUITABLE NEW DEVELOPMENTS ADJOINING RAIL LINES WILL BE SUPPORTED.**

**WAREHOUSING DEVELOPMENTS ADJACENT TO RAIL LINES SHOULD INCLUDE SIDINGS WHERE APPROPRIATE.**

**EXISTING SIDINGS WILL BE PROTECTED WHERE APPROPRIATE.**

- 8.86 Any proposals for transshipment depots, or other proposals that encourage the movement of freight other than by road and thereby reduce the environmental cost, will be welcomed in line with the Plan's principles of sustainable development. Proposals that are most likely to occur during the life of the Plan are those that make better use of the rail network. Grants under the Railways Act may be available to develop new facilities.

#### **Lorry Parking**

- 8.87 Whilst the future use of the rail network by freight operators is encouraged, most heavy freight movements in the District will continue to be by lorries. The indiscriminate parking of lorries can give rise to nuisance and dangers to road safety, particularly in residential areas. In order to reduce these dangers, proposals for lorry parks which are well related to the Principal Road Network (see appendix E) and would not give rise to environmental problems in residential areas may be beneficial

#### **Policy TM22**

**LORRY PARKS AND ANCILLARY DRIVER FACILITIES WILL NORMALLY BE PERMITTED ADJACENT TO THE PRINCIPAL ROAD NETWORK OR CLOSE TO TRANSHIPMENT DEPOTS, PROVIDED THAT THE SITES ARE NOT IN OR ADJACENT TO RESIDENTIAL AREAS. WHERE DEVELOPMENT PROPOSALS AFFECT TRUNK ROADS, COMPLIANCE WITH THE HIGHWAYS AGENCY REQUIREMENTS WILL ALSO BE NECESSARY.**

- 8.88 Planning applications will be tested against other policies in the Plan and in particular proposals for lorry facilities in rural areas will also be judged against the Plan's Green Belt policies.
- 8.89 The Plan's Principal Road Network comprises those routes shown in Appendix E. It includes all the roads in the Strategic Highway Network defined by the Local Planning Authorities during the preparation of Strategic Planning Guidance for West Yorkshire in the late 1980's. It also includes some other 'A' and 'B' classified roads which are of traffic importance in linking destinations within the District and carry significant volumes of traffic including heavy goods vehicles.

### **Aircraft Safety**

- 8.90 Although the location of Leeds and Bradford Airport is outside the Bradford Metropolitan District its impact on land uses affects a wider area, including land within this District. The scope for the Airport to serve as a major regional airport for passenger and freight traffic was considerably enhanced following the extension of the runway in 1984. The associated improvements to terminal facilities at the airport have also helped to safeguard and improve air services. Land allocations have been made in relation to the airport's potential for generating economic growth and these are referred to in the Economy and Employment Chapter.

### **Policy TM23**

#### **DEVELOPMENT PROPOSALS THAT CREATE A POSSIBLE HAZARD TO THE SAFE OPERATION OF AIRCRAFT, AERODROMES OR AIRCRAFT NAVIGATION FACILITIES WILL NOT BE PERMITTED.**

- 8.91 There is a need to ensure the safe movement of aircraft in the District, both to the Leeds and Bradford Airport and to the emergency helicopter landing sites for Bradford Royal Infirmary and Airedale General Hospital. Aircraft safety can be prejudiced by the construction of tall structures such as chimneys, masts or multi-storey buildings, particularly on high ground, whilst even more modest development close to the helicopter landing facilities may pose fatal dangers. Planning applications for development which are located in zones designated in the Town and Country Planning (Aerodromes) Directions 1981 for Leeds Bradford Airport, or close to the helicopter landing facilities mentioned above will be referred to the Civil Aviation Authority for guidance.