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# 1 Transport and spatial planning – working together

1.1 The main national influences over the links between transport and spatial planning have been through Planning Policy Guidance (PPG) (now Planning Policy Statements (PPS)), such as PPG13 – Transport and PPS4 – Planning for Sustainable Economic Growth, which introduced the idea of reducing the need to travel by locating developments close to existing transport networks, or providing new links. Most of these documents have been updated since their introduction, with new ones being added as the need arose. For example, PPS 25 (March, 2010) is about Development and Flood Risk.

1.2 At the time the previous LTP was written, whilst the main local background strategic documents in terms of land use planning for Derbyshire were the Derby and Derbyshire Joint Structure Plan, and Local Plans produced by the Boroughs, Districts, and Peak District National Park Authority, which pre-dated Regional Plans, the process of producing Local Development Framework documents had already begun.

1.3 A new system was introduced under the Planning and Compensation Act, 2004. Under this, Regional Spatial Strategies were introduced which replaced Structure and Local Plans with a new set of documents under the banner of Local Development Frameworks (LDFs). These had to conform to the new Regional Spatial Strategies, (or Regional Plans) which were also introduced under this Act. Previously, the land use planning system had focused upon the regulation and control of the use of land. The aim of the new system was to take account of the strategies and plans of other agencies not traditionally involved in the land use planning system but who also have an impact on spatial development. Core Strategies (which are the key plans under the Local Development Framework) set out the spatial vision, spatial objectives, policies and a monitoring and implementation framework for a local authority area and are widely consulted on.

1.4 The County Council's transport policy and planning officers have been working closely with the planning authorities throughout the process to provide transport advice and input to these documents. Amongst other documents produced under the umbrella of the LDF, of particular relevance to transport are Area Action Plans and Area Master Plans, again produced with the involvement of transport policy and planning officers, and the highways Development Control officers. Following other changes to the planning system, those officers are also more involved with pre-application discussions with developers of larger sites in order to ensure that they are accessible by sustainable transport modes, and that comprehensive Travel Plans are in place to reduce the amount of new traffic generated by the development.

1.5 The East Midlands Regional Spatial Strategy (or Regional Plan) is the strategic document which sets out the broad development strategy for the East Midlands up to 2026, and represents the spatial element of the East Midlands Integrated Regional Strategy. It consists of a number of sections covering Housing, Economy and Regeneration, Natural and Cultural Resources, Regional Transport Strategy, and Implementation, Monitoring and Review, although the housing element is a key component.

1.6 In November 2006, the Department for Communities and Local Government issued a revised PPS3: Housing, which provided the basis for new Housing Market Areas (HMA). These did not follow traditional local authority boundaries, and so included Borough and District councils from different higher level authorities. For instance, the Northern HMA comprised Chesterfield Borough, Bolsover District and North East Derbyshire District Councils within Derbyshire together with Bassetlaw District Council in Nottinghamshire.

1.7 As a result, each Local Planning Authority, in conjunction with the relevant Regional Planning Body determined the appropriate level of housing provision taking into account a range of factors, including a Strategic Housing Land Availability Assessment (SHLAA). The County Council provided information for the SHLAAs in terms of how accessible potential housing sites were. These housing provision figures were included in the East Midlands Regional Plan.

1.8 Together with the Borough and District Councils, the County Council has been working to further identify the potential effects on the highway and transport networks of developments on the strategic sites identified through the SHLAA process.

1.9 On 6 July 2010, the Secretary of State for Communities and Local Government announced the Government's intention to revoke Regional Spatial Strategies, including the regional housing targets. Following the announcement, local authorities have differed in their decisions about how to progress with their LDFs and Core Strategies. A recent survey reported by the Royal Town Planning Institute into 70 LPAs in England indicated that:

- Just over half the authorities expect to review their LDF housing targets further to the revocation of the Regional Spatial Strategies, of which most have either started the review process or expect to start later this year.
- 12% of authorities are still undecided, often awaiting members' decisions to be made.
- 35% expect to stay with existing targets, mostly based on regional strategies (though occasionally on structure plans).

(Source: Royal Town Planning Institute Development Planning Network Bulletin 19.08.2010)

## 2 Summary of state of play for each Local Planning Authority in Derbyshire (as at February 2011)

2.1 **Amber Valley:** part of Derby HMA. Re-considering housing needs and fresh approach to community engagement. Consultation expected early 2011 but unlikely to submit before January 2012.

2.2 **Bolsover:** part of Northern HMA. One housing option being considered for transport assessment. Review of housing figures is imminent. Publication stage of Core Strategy expected in Autumn 2011.

2.3 **Chesterfield:** part of Northern HMA. Core Strategy delayed pending consideration of housing figures. Publication stage of Core Strategy expected September 2011.

2.4 **Derbyshire Dales:** part of Peak Dales and Park HMA. Draft plan published June 2010. Currently undertaking further consultation with communities with a view to publishing a revised Draft in 2012.

2.5 **Erewash:** part of the Nottingham Core HMA. Currently re-considering housing needs and with further consultation on revised options expected in Summer 2011, with a view to submission in Spring 2012.

2.6 **High Peak:** part of Peak Dales and Park HMA. Draft plan published June 2010. Currently undertaking further consultation with communities with a view to publishing a revised Draft in 2012.

2.7 **North East Derbyshire:** part of Northern HMA. Preparation of an alternative local strategy is underway, pending the formal revocation of the Regional Spatial Strategy. Publication stage of the Core Strategy is anticipated early in 2012.

2.8 **Peak Park:** part of Peak Dales and Park HMA. Core Strategy currently undergoing Independent Examination with Hearings expected to be completed by the end of April 2011. Adoption is planned for Autumn 2011.

2.9 **South Derbyshire:** part of Derby HMA. Re-considering housing needs and fresh approach to community engagement. Consultation expected early 2011 but unlikely to submit before January 2012.

### 3 Assessing the transport impacts of new development

3.1 One of the key principles of our long-term transport strategy has already been stated as “To adopt sustainable development as the common purpose of our transport strategy.” In order to achieve this, we must encourage residents and visitors to question their desire to travel. Can they shop locally for example, rather than travelling longer distances to their preferred supermarket? If they have to travel further, how will they do this, can they use a bicycle? Is the infrastructure in place for them to be able to do this enjoyably and safely? These are questions that form some of the challenges in the main document, and which the policies in the following section seek to resolve.

3.2 In the main document, a number of challenges have already been identified for each of the transport goals, but one of the key solutions to these challenges is for us to do our best to make sure that new developments, whether residential, business, industrial or a combination of these, are in the right place. This means that they should be within relatively easy reach of the local facilities and services that are needed wherever practical, although there will inevitably be occasions where this is not the case, and our best efforts must then be used to minimise any adverse impacts of such developments.

3.3 In order to determine the impacts of a new development, a Transport Assessment (or Statement for smaller developments) is normally required as part of the planning application procedure. Details of what should be included in a Transport Assessment, is given in the DfT’s “Guidance on Transport Assessment,” with indicative thresholds for Transport Assessments in Appendix B of that Guidance. In addition, where a Transport Assessment is required, a Travel Plan will also be required, again normally using the thresholds in the DfT’s guidance, but can be required for smaller development as well.

3.4 Importantly, a Transport Assessment is written to support a specific development scenario for which issues such as development location, size and access have been determined. For the LDF development scenarios, these aspects are not yet fixed. As such, the assessment undertaken of the transport implications of this development can only make limited comment on the specific operation of junctions and the likely road safety performance of the network. However, the implications of the development at a strategic level (including sustainable-mode access, indicative transport impacts, and how the network could be managed etc.) can be assessed using a set of developmental assumptions and existing transport network data.

3.5 DCC has adopted (December, 2009) DfT’s Guidance on Transport Assessment (GTA) and therefore will require Transportation Assessments or Statements together with Travel Plans to support Planning Applications following the threshold guidelines shown in Appendix B of the GTA. <http://www.dft.gov.uk/pgr/regional/transportassessments/guidanceonta> Advice is therefore that the highway network should provide capacity that is comparable to the general capacity of the part of the network affected. The County Council has indicated a need to adopt a less restrictive approach to a requirement to achieve a ‘nil detriment’. Additionally, the County Council has indicated also that there will be circumstances under which, even with a comprehensive package of measures proposed, it may not be possible to fully mitigate the impact of future development.

3.6 The County Council would appreciate early consultation on accessibility issues relating to Design and Access Statements.

## 4 Policy statements

The County Council, as highway authority, has control over some conditions of planning agreements. In other cases, the County Council can make recommendations to the planning authority to influence and encourage decision-making to be aligned with transport policy. The following are a set of transport/spatial planning policy statements, which have been drawn up building on existing statements from the second Derbyshire LTP (2006-2011) and former Structure Plan policies.

### 4.1 Reducing the desire to travel - local accessibility

Part of the Transport Vision says that... “we will improve the choice and accessibility of transport whilst integrating economic, social and environmental needs.” In order to achieve this, we need to work with our planning colleagues in the Local Planning Authorities to ensure that new developments minimise their impacts on the surrounding local networks (highway, public transport, cycling and walking) either by their location, or by implementing measures to alleviate those impacts.

#### Policy statements – local accessibility

**TLA1** Encourage planning applications in locations served easily by rail and/or major roads, aiming to reduce congestion on strategic routes and also locally.

**TLA2** Ensure new developments provide for accessible transport services, such as public transport improvements and links to existing public transport, cycling and pedestrian networks, requiring developer contributions where necessary. Developer contributions would be either through a Section 106 agreement with the developer and appropriate planning authority or, if relevant, a Community Infrastructure Levy.

**TLA3** Encourage developers to provide convenient and secure parking and storage facilities for pedal cycles and powered two wheelers, where appropriate, in new developments, existing public areas and publicly-funded facilities e.g. town centres, community centres, schools etc.

**TLA4** Good quality access and parking facilities for cyclists should be incorporated into both residential and commercial development proposals.

**TLA5** Settlements with existing or proposed public transport interchange facilities will be favoured as locations for new development.

**TLA6** Developers of any project requiring a Transport Statement or Assessment will be required to demonstrate that their development is readily served by non-motorised modes of travel and incorporates features that reduce the desire to travel.

**TLA7** Developers of any project requiring a Transport Assessment will be required to submit a detailed Travel Plan as part of the Assessment as detailed in Appendix B of the DfT Guidance on Transport Assessment. A Travel Plan may also be required for developments not requiring a full Transport Assessment.

**TLA8** Where multiple development proposals are likely to have a significant influence on the local transport network, proportional investment may be required in the necessary improvements to the network.

### 4.2 Future transport use

Many of the disused railway lines and canals in Derbyshire have great potential for public access and recreation. Some have already been reclaimed for such purposes, and others are currently undergoing improvement works,

including some cross-boundary routes. Additionally, some disused rail and canal facilities offer important transport opportunities such as new or re-opened railways and stations. Some also have considerable scientific value (flora, fauna, geology and industrial archaeology) which needs to be protected.

There is scope for many potential improvements to the existing highway infrastructure. However, the resources available for investment are finite, and likely to be limited in future, so we must be careful to ensure that we get best value for the improvements we do make. In order to help us to do this, we are continuing work with partners on three different area transport models – Greater Nottingham, Derby Area, and Chesterfield.

In the run-up to this LTP, we have been involved in a number of exercises designed to improve our understanding of how and where investment would be best made.

#### **Policy statements – future transport use**

**TF1** Disused railway lines, trackbed alignments and existing and former canal routes will be protected from development in order to allow for future transport use.

**TF2** New infrastructure – projects which may involve land outside the County Council's own assets.

Work will continue on the projects listed:

- Ilkeston rail station.
- Greenway schemes as identified in the Greenway Strategies.
- Chesterfield strategic cycle network.

See also the list of potential major projects in Table 5 of Chapter 10.

### **4.3 Safety, security and health**

Transport can have a major effect on people's health and welfare. As well as the more serious collisions that we are aware of, there are many unreported minor injuries, all of which can increase the fear and anxiety that people experience on a daily basis. Additionally, as we are becoming more aware of the health implications of both air pollution, and a more sedentary lifestyle, we need to encourage more and better use of walking and cycling as methods of travel, and will encourage the use of low emission strategies.

#### **Policy statements – safety, security and health**

**TS1** Improve road and transport-related community safety through the spatial planning process, e.g.

- Developers of any project requiring a Transport Assessment will be required to demonstrate that road and community safety will be effectively addressed by the development.
- Seek to improve community safety and personal security for people accessing and using public transport.

**TS2** Seek to improve community safety and personal security for pedestrian and cycle routes to school, health care, and shops.

**TS3** Seek to improve links from new developments to existing walking and cycling networks, and improve canal towpaths and other healthy networks using developer contributions where appropriate.

### **4.4 Economy**

One of the transport goals is to support a resilient economy, which gives rise to a number of challenges identified in the main text. We need to ensure that, as far as possible in the current economic climate, the necessary transport services and facilities are in place.

### Policy statements – economy

**TEC1** Work to overcome access obstacles to sites identified in the spatial planning process.

**TEC2** Develop a transport and economy model as a pilot study (Glossop) to guide the most effective transport interventions to support the local economy in this and other settlements.

## 4.5 Freight

The movement of freight is an essential element of the local economy, but there is concern about the adverse effects of road freight transport on the environment. Heavy lorries can be visually intrusive, are widely seen as a source of danger, and they create noise, dust and dirt.

### Policy statements – freight

**TFR1** Safeguard and seek to open rail lines and rail-served sites where potential exists for future freight use, whilst minimising any environmental or social consequences this may have.

**TFR2** Encourage the provision of service facilities and overnight lorry parks in locations served easily by major roads, subject to the minimisation of any environmental, social and congestion consequences this may have.

## 4.6 Environment

The LTP is subject to a SEA to ensure that a range of environmental considerations are considered as part of the Plan's development, implementation and monitoring (please refer to the Environmental Report for more information). The following policies reflect some of those sustainability issues.

### Policy statements – environment

**TENV1** In designing the transport infrastructure of any development, developers should, wherever possible, use recycled, sustainable, locally sourced and locally distinctive materials.

**TENV2** Heritage transport features in proposed development sites should be safeguarded.

**TENV3** Consideration should be given to the appropriateness of providing infrastructure for alternative vehicle technology, for example, the installation and operation of charging points for electric/hybrid vehicles in new developments.

**TENV4** Ensure transport elements of developments pay sufficient account to environmental issues.

## 4.7 Maintenance and efficient transport network management

Maintaining the existing highway and rights of way networks is likely to take up a significant proportion of all expected transport investment over the next five years and beyond. Consequently, we must ensure that roads in any new developments do not add significantly to the current maintenance estimates.

### Policy statements – maintenance and management

**TM1** Ensure that new developments minimise future highway maintenance requirements.

**TM2** Developer contributions will be sought to offset maintenance commitments.

## 5 Climate change and carbon reduction

As part of its 2006 Climate Change Programme, the Government is committed to reducing emissions of the gases responsible for climate change. The Government also has longer-term targets to achieve significant reductions in emissions of carbon dioxide (CO<sub>2</sub>), the most important greenhouse gas. Carbon emissions should be estimated for the 'with scheme' and 'without scheme' for each year of the appraisal period. Although the calculations involved are complex, the actual methodology is largely straightforward and, in essence, is derived from total vehicle kilometres in the network. See also Appendix C – Carbon Dioxide (CO<sub>2</sub>) Reduction Strategy.

## 6 Minerals and waste

The Planning Act 2008 states that "Development Plan Documents (DPDs) must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change." This statement is applicable to both Minerals and Waste DPDs.

### 6.1 Minerals

6.1.1 Derbyshire provides a significant proportion of some of the minerals used in the UK. Minerals are a finite resource and are only available in a limited number of locations, often coinciding with some of our most attractive landscapes. The exploitation of mineral reserves is unlike other forms of development in that it can only take place where the mineral occurs and can result in adverse social and environmental impacts. The extraction and transportation of minerals also have the potential to give rise to environmental pollution, affecting the amenity of local residents. Mineral extraction can, however, also lead to benefits, for example, through the enhanced restoration of sites, which may, for example, assist biodiversity and facilitate recreational after-uses.

6.1.2 The Derby and Derbyshire Minerals Core Strategy (the "plan") is being prepared jointly by Derbyshire County Council and Derby City Council. The plan will seek to balance and reconcile conflicting interests in order to manage minerals development in a way which provides the best result for Derbyshire. It will look forward to 2030 and will include policies and proposals to ensure that development takes place in a way which causes the least harm to people and the environment. It will show the places or localities where future working of minerals will take place, giving greater certainty to businesses and local communities. It will include measures to help minimise and adapt to the impacts of climate change.

6.1.3 The plan will replace the policies of the Derby and Derbyshire Minerals Local Plan, which was adopted in 2000 (with an alteration to coal policies in 2002). There have been significant changes in Government policy since the Minerals Local Plan was adopted and a more up to date plan is required to guide development over the next 20 years. Some of the policies in the Minerals Local Plan may still be relevant, however, and can be used to inform the development of new policies.

6.1.4 The draft strategy recognises the need to seek local supplies to reduce the impact of transportation on the environment and to help reduce the carbon footprint of the industry. It should promote the sustainable transport of minerals by modes of transport other than road, for example, by rail or on inland waterways. The key issues and options have been consulted on, and the results have been analysed. A number of issues have arisen from this, which need further discussion. A further draft is expected later in 2011.

### 6.2 Waste

6.2.1 A "Big Choices" issues consultation was carried out between February and July 2010 as part of the production of the Derby and Derbyshire Waste Core Strategy Development Plan Document, with further consultation in 2011. The final plan will contain policies to provide for facilities which, as well as providing for other forms of waste disposal such as landfill and transfer stations, will enable more recycling and composting and, where necessary, facilities designed to treat waste by converting it to energy.

6.2.2 An analysis of the need for waste treatment and disposal capacity up to 2029/30 as part of the evidence base indicates that at present there is a shortfall in treatment capacity and that the DPD will have to provide for more treatment facilities to be built in the period to 2030. In particular, there is likely to be a large requirement for treatment of waste from the commercial sector, which will require new sites to be developed.

6.2.3 Whilst the development of new sites may not impact significantly on the number of vehicle movements in the short term, the pattern of movement across the County is likely to change. The DPD and the LTP must address this issue in the context of the statutory requirements relating to climate change.

6.2.4 The Department for Environment, Food and Rural Affairs (Defra) is currently reviewing waste policy and delivery in England. The outcome of the review is due to be published in May 2011.

6.2.5 The County Council as a Waste Disposal Authority is responsible for the disposal of municipal waste generated in Derbyshire. Derbyshire Joint Municipal Waste Management Strategy (DJMWMS) 'Looking After Derbyshire's Waste' sets out the vision and provides a framework for strategic decisions on the management of municipal waste in Derbyshire and Derby City over the next 15 years. The overall aim of the strategy is to manage waste higher up the waste hierarchy with high levels of recycling/composting being achieved. To achieve the strategy's objectives requires the careful selection of potential future development sites for waste handling, treatment and disposal. Whilst the development of new sites may not impact significantly on the number of vehicle movements, the pattern of vehicle movements across the County is likely to change.