

Replacement Local Development Plan 2018-2033

Topic Paper

September 2018

Topic Paper 8: Transport

This document is available to view and download on the Council's website at: www.conwy.gov.uk/rldp . Copies are also available to view at main libraries and Council offices and can be obtained from the Strategic Planning Policy Service, Coed Pella, Conway Road, Colwyn Bay LL29 7AZ or by telephoning (01492) 575461. If you would like to talk to a planning officer working on the Local Development Plan about any aspect of this document please contact the Strategic Planning Policy Service on (01492) 575181 / 575445 / 575124 / 574232.

This document can be provided on CD, electronically or in large-print and can be translated into other languages. Contact the Planning Policy Service on (01492) 575461.

Contents

1. Introduction.....	4
2. Purpose of this Topic Paper.....	4
3. Key Changes to Legislation and Policy (since LDP adoption)	4
3.1 National	4
3.2 Regional	6
3.3 Local.....	7
4. LDP Policy – Current position	8
5. LDP AMR findings and Review Report Conclusions	12
6. Updated LDP Evidence Base.....	13
7. Potential Land Use Policies and Proposals.....	14
Further Evidence base needed	14
Key issues and problems	14

1. Introduction

The Local Development Plan (LDP) is first and foremost a land use plan that identifies site specific development opportunities in response to the needs of the community for more housing, jobs, services and facilities. It also seeks to preserve, protect and enhance where appropriate, those aspects of the built and natural environment which are important in defining the quality and sensitivity of the places we value, enjoy, move through, and live in. The ultimate aim of the LDP will be to deliver sustainable development.

The LDP is a vehicle for the Council to define its key growth and development priorities and will provide the ongoing framework of policies to guide decisions on planning applications. As part of this is the guidance relating to transport and any designations as a result of the related plans and strategies.

2. Purpose of this Topic Paper

This is one of a series of 12 topic papers which have been put together to inform the production of the Conwy Replacement Local Development Plan (RLDP). Their aim is to interpret the relevant evidence and guidance in relation to the specific topic and identify the key issues that the Plan will need to address as well as possible policy approaches to be incorporated in the Plan. Each topic paper has been compiled from detailed evidence originating from LDP Background Papers (technical documents that form the evidence base for the RLDP). Topic papers are designed to cover key subject areas currently covered in the adopted LDP and summarise technical data contained within the Background Papers to make the presentation of data more accessible to readers. Topic papers establish a baseline position and identify the key issues facing the County Borough which the RLDP will need to address.

The Topic Papers are intended to provide an early opportunity for stakeholders and the public to have an input into the Plan. This topic paper covers key issues relating to Transport and the strategic planning process.

3. Key Changes to Legislation and Policy (since LDP adoption)

3.1 National

Planning control for Transport is provided in various pieces of legislation and guidance. In terms of primary legislation, the Environment (Wales) Act 2016, Planning (Wales) Act 2015, Wellbeing of Future Generations (Wales) Act, 2015 and the Town and Country Planning Act 1990. These pieces of legislation set out the legal requirements for the control of development which effects the natural environment, landscape, transport, energy and the framework by which control of delivery and safeguarding is maintained.

Planning Policy Wales Draft (Edition 10, 2018)

Planning Policy Wales (PWW) sets out the national land use planning policies of WG. It is supplemented by Technical Advice Notes (TANs); procedural advice given in circulars, and policy clarification letters. National Planning Policy and Guidance is not repeated throughout the Plan, but must be taken into account in managing the development and use of land in the public interest and contributing to the achievement of sustainable development.

It states the planning system should facilitate the delivery, decarbonisation and improvement of transport infrastructure in a way which reduces the need to travel, particularly by private vehicles and promotes sustainable transport.

Planning authorities should support necessary transport infrastructure improvements and ensure, as far as possible, such developments do not contribute to urban sprawl or neighbourhood severance.

Energy Policy Statement Energy Wales: A Low Carbon Transition (2012).

This needs to be read in conjunction with the wider transport planning policy in the Active and Social Places theme.

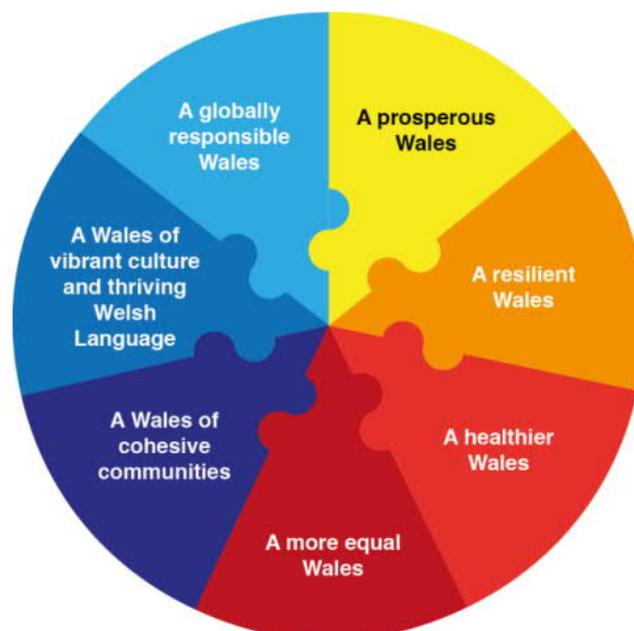
The key priorities are to:

- Reduce the amount of energy we use in Wales;
- Reduce our reliance on energy generated from fossil fuels; and
- Actively manage the transition to a low carbon economy.

Wellbeing of Future Generations (Wales) Act, 2015.

This Act places a duty on all public bodies in Wales to 'carry out sustainable development' in order to achieve the wellbeing goals of:

- A prosperous Wales;
- A resilient Wales;
- A healthier Wales;
- A more equal Wales;
- A Wales of cohesive communities;
- A Wales of vibrant culture and thriving Welsh Language; and
- A globally responsible Wales.



With the introduction of this Act, a statutory Public Service Board (PSB) has been established who are tasked with undertaking a well-being assessment and producing a Well-being Plan for Conwy.

3.2 Regional

Local Transport Strategy

Guidance on the preparation of Local Transport Plans 2015 was issued by WG in May 2014. The guidance on LTPs sets out the approach WG expects local transport authorities to adopt in complying with their duty and the process to be followed to obtain approval from the Welsh Ministers for LTPs.

The guidance highlights that “the requirement to produce a local transport plan is not new and local authorities will have significant material to draw on in preparing their LTP”.

The Local Transport Plan (LTP) has been jointly produced by the six North Wales Local Authorities of Conwy County Borough Council, Denbighshire County Council, Flintshire County Council, Gwynedd Council, Isle of Anglesey County Council and Wrexham County Borough Council. The plan covers only the northern parts of Gwynedd with Meirionnydd being included in the LTP for Mid Wales.

Snowdonia National Park is within the North Wales area and the National Park Authority has also been involved in the development of the plan.

The Transport Act 2000 introduced a statutory requirement for local transport authorities to produce a Local Transport Plan (LTP) every five years and to keep it under review. This was amended by the Transport (Wales) Act 2006 to enable Regional Transport Plans. Welsh Statutory Instrument 2014 No. 2178 includes a modification of the obligation to produce LTPs under section 108 of the 2000 Act so that a local transport authority may:

- a) prepare a local transport plan in respect of part only of its area;
- b) jointly with one or more local transport authorities, prepare a local transport plan in respect of an area comprising all or any part or parts of their collective area.

Objectives:

Development plans should identify and include policies and proposals relating to the development of transport infrastructure and related services (such as public transport interchange facilities, rail facilities, ports and airports), including areas safeguarded for future transport infrastructure / routes. Where possible, the route of the proposed new or improved infrastructure should be shown in the development plan. When the precise route is not known, a safeguarding policy may be applied to the area of land necessary for the scheme.

The Welsh Government aims to extend choice in transport and secure accessibility in a way which supports sustainable development and helps to tackle the causes of climate change by:

- encouraging a more effective and efficient transport system, with greater use of the more sustainable and healthy forms of travel, and minimising the need to travel. This will be achieved through integration:
 - within and between different types of transport;
 - between transport measures and land use planning;
 - between transport measures and policies to protect and improve the environment; and

- between transport measures and policies for education, health, social inclusion and wealth creation.

For example, ensuring that development is accessible by means other than the private car will help to meet the WG's objectives for social inclusion. Encouraging cycling and walking will contribute to the aim of improving the levels of health in Wales.

Land use planning can help to achieve the Welsh Government's objectives for transport through:

- reducing the need to travel, especially by private car, by locating development where there is good access by walking, cycling and public transport;
- locating development near other related uses to encourage multi-purpose trips and reduce the length of journeys;
- improving accessibility by walking, cycling and public transport;
- ensuring that transport is accessible to all, taking into account the needs of disabled and other less mobile people;
- promoting walking and cycling;
- supporting the provision of high quality public transport;
- supporting traffic management measures;
- promoting sustainable transport options for freight and commerce;
- supporting sustainable travel options in rural areas;
- supporting necessary infrastructure improvements; and
- ensuring that, as far as possible, transport infrastructure does not contribute to land take, urban sprawl or neighbourhood severance.

Growth 360/Metro

North Wales Metro is a WG programme which aims to create an integrated transport network across the region to “connect people, communities and businesses to jobs, facilities and services and maximise the economic opportunities of connectivity across Wales and our borders.” It is based on the work of the North East Wales Integrated Task Force, established by WG in 2013 which developed a vision for a Metro for North East Wales. The scope is being expanded to cover the whole region, although the programme is still officially called ‘North Wales and North East Wales Metro.’ The focus of the programme is public transport and access to it (not roads).

3.3 Local

Active Travel Plan

The Act requires local authorities to prepare maps identifying current and potential future routes for their use as well as ensuring new road schemes (including road improvement schemes) consider the needs of walkers and cyclists at design stage.

Conwy CBC initial consultation period on the production of existing route maps concluded in early January 2016 with the Authority submitting the audited route maps for approval from the WG on the 22nd January 2016.

The Welsh Government's definition of 'Active Travel'

- Active Travel means walking or cycling as an alternative to motorized transport (cars, buses etc.) for the purpose of making everyday journeys. The term "walker" includes all non-motorized users i.e. wheelchairs, electric wheelchairs, mobility scooters and other mobility aids.
- An Active Travel is 'a journey made to or from a workplace or educational establishment or to access other services or facilities'. This covers for example short-distance commuting, travel to school, shops, leisure facilities etc. The route has to connect to facilities and services and be suitable for utility, everyday journeys. It does not cover routes or sections of routes that are just used for leisure or recreational purposes.

Target: 24 September 2020 Resubmission of the existing route map (ERM) and the integrated network map (INM) to WG.

4. LDP Policy – Current position

Development plans should set out policies to increase the use of public transport. They should identify and facilitate appropriate public transport routes, measures and facilities. This should take into account proposals in the Local Transport Plan, which could include improved facilities for bus passengers, park and ride schemes, new rail lines (including light rail), the re-opening of rail lines, the provision of new stations, and enhanced passenger services on existing lines.

There is much pressure on the environment and not all as a result, or in the control, of the planning system and some of this is a result of transport and the movement of people and goods. However the Conwy LDP has performed well in the promotion of sustainable locations for development and tackling cross-boundary issues and strategies.

Policies:

Policy STR/1 Sustainable Transport, Development and Accessibility is the overarching policy for all sustainable transport development and has been widely referred to through development management whilst assessing planning applications. Some updates and linkages to the Active Travel Plan (ATP) will be introduced through the RLDP.

Policy STR/2 Parking Standards has been widely referred to, and in combination with the Parking Standards SPG, it clearly sets out the requirements and no changes are considered necessary at this stage.

Policy STR/3 Mitigating Travel Impact is clear in its requirements and there is no change necessary.

Policy STR/4 Non-Motorised Travel is a supportive mechanism for schemes including non-motorised travel. The policy will also be used in combination with other LDP policies and related plans and strategies to ensure the planning policy approach is clear.

Policy STR/5 Integrated Sustainable Transport System is a supportive mechanism for schemes including non-motorised travel. The policy will also be used in combination with other LDP policies and related plans and strategies to ensure the planning policy approach is clear. In listing schemes the policy will also need to be amended at review to include other future schemes and links to the Active Travel Plan and schemes promoted by STR/4.

Policy STR/6 Railfreight is purely a support of designated areas for freight. The reasons behind the need for the land are largely out of the control of planning, but no negative impact has been identified as part of the monitoring.

There are no concerns over the implementation of the policies in general and the section is performing well as a whole.

Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA).

The Sustainability Appraisal Scoping Report outlines the proposed approach to the LDP's Sustainability Appraisal (SA), incorporating Strategic Environmental Assessment (SEA) to ensure that it meets social, economic and environmental objectives. The SA/SEA is an important process in identifying areas of change and mitigation measures to ensure the RLDP is sustainable.

A SA/SEA process is underway and will progress in parallel with the RLDP with consultation carried out at each stage.

The tables below highlight baseline data sources for the SA Scoping:

<p>Greenhouse Gas Emissions: 2015 statistics from InfoBase Cymru show that total greenhouse gas (GHG) emissions from within CCBC (4.9) show CO2 levels per resident (tonnes) below the Welsh average (8.0) in 2016. Although positive, reductions in the level of GHG emissions need to continually be made.</p> <p>CCBC provided 2.7% of low carbon energy generation for Wales in 2015. However, this can be improved through further generation of future renewable capacity.</p>	<p>Due to the rural nature of CCBC, greenhouse gas emissions from rural heavy goods transport should be mitigated, with local development favoured in more accessible locations to mitigate the effects of climate change.</p>	<p>Any replacement LDP resulting from this LDP Review should set out policies, proposals and guidance to support the transition to a low carbon economy. This should include the provision of a supportive policy framework for renewable and low carbon energy generation in appropriate locations. The replacement LDP should also include policies to encourage low carbon design and should set out a sustainable transport strategy which capitalises on existing rail and port infrastructure within the CCBC area to contribute to the decarbonisation of the transport sector.</p>	<p>The SA Framework should include objectives relating to energy use, resource efficiency, sustainable transport, GHG emissions and climate change mitigation.</p>
---	--	--	--

<p>Climate Change Impacts: Climate change research predicts an increase in the severity and frequency of rainfall events. Flooding from rivers, sewers and surface water is therefore likely to increase</p>	<p>Predicted impacts from climate change up to 2050 will place significant strain on infrastructure and available resources across the UK, including within the CCBC area and the effects</p>	<p>Any replacement LDP resulting from this LDP Review should set out policies, proposals and guidance which responds to predicted climate change impacts and allows communities and businesses in the</p>	<p>The SA Framework should include objectives relating to climate change adaptation and the resilience of environmental</p>
---	---	---	---

<p>throughout CCBC in the future. CCBC is also expected to become increasingly vulnerable to tidal flooding as sea levels rise.</p> <p>The 2004 Foresight Future Flooding report suggested that the annual economic damages in Wales will rise from £70 million in 2004 to £1,235 million in the 2080s under the most likely scenario. However, as the Stern Report found, acting now can reduce the longer term total economic damage.</p>	<p>associated with flood risk.</p>	<p>CCBC area to adapt to the changing climate.</p>	<p>assets within the CCBC area.</p>
---	------------------------------------	--	-------------------------------------

<p>Access to services</p>	<p>Ensure access for all to facilities, goods and services in order to combat social exclusion and deprivation</p>	<p>This SA Objective usefully focuses on accessibility as a socio-economic outcome, rather than merely the technical performance of the transport network. However, the rural nature of the CCBC area and the associated dispersed settlement pattern means that consideration should also be given to the adequacy and impacts (whether beneficial or adverse) of new transport infrastructure proposals which may be promoted through the LDP Review. The inclusion of a reference to transport infrastructure within an SA Objective in the SA Framework for the LDP Review would also help demonstrate compliance with Schedule 2 of the SEA Regulations with regard to the assessment of LSE from the LDP Review on “<i>material assets</i>”.</p> <p>In addition, one or more SA Objectives within the SA Framework for the LDP Review could also more clearly address non-transport related connectivity issues, in particular the provision of high speed broadband and utilities within rural communities.</p>
---------------------------	--	--

<p>1. Landscape</p>	<p>Ensure special and distinctive, semi-natural and historic landscapes and their specific features are conserved and enhanced</p>	<p>This SA Objective succinctly identifies the key elements of landscape protection of relevance to the CCBC area, including historic landscapes. It therefore demonstrates compliance with Schedule 2 of the SEA Regulations with regards to the assessment of LSE on “landscape” and also relates to the assessment of LSE on “cultural heritage”. However, as the CCBC area includes predominantly rural landscapes with a range of sensitivities and overlaps with Snowdonia National Park, the SA Framework for the LDP Review could usefully be expanded to explicitly consider changes in settlement patterns, visual amenity and impacts on the special qualities of the National Park.</p>
---------------------	--	---

<p>2. Transport and Communications: Enhance the accessibility of public services, economic opportunities and markets through improving infrastructure and creating a sustainable transport network, whilst also ensuring access to high quality communications and utilities.</p>	<ul style="list-style-type: none"> • Increase the accessibility of public services, economic opportunities and markets? • Improve connectivity within the CCBC area and to other areas? • Reduce car dependencies and encourage a shift to more sustainable forms of travel, including for people and freight? • Support the increased uptake of active travel? • Improve the accessibility, capacity and safety of the transport network? • Reduce traffic flows and congestion? • Enhance the quality and integration of public transport? • Enhance the provision of high quality communications infrastructure? • Improve utilities infrastructure to support economic growth and meet population needs? 	<ul style="list-style-type: none"> • Proximity to the public transport network (bus stops and train stations). • Proximity to the strategic road network (motorways and trunk roads). • Proximity to existing active travel networks. • Proximity to congestion pinch points. • Availability and the capacity of utilities infrastructure to serve the site. • Proposed provision of new or upgraded transport or communications infrastructure within or connecting to candidate sites.
<p>3. Water and Flood Risk: Conserve, protect and enhance water and coastal environments, water quality and water resources, whilst reducing the risk of flooding.</p>	<ul style="list-style-type: none"> • Improve the quality of waterbodies helping to meet the objectives of the Water Framework Directive? • Maintain or enhance the ecological and chemical status of the water environment? • Affect the volume of surface water runoff into or abstraction from water bodies? • Support improvements to water infrastructure (water supply and sewerage)? • Minimise the risk of flooding from all sources of flooding to all people, property, 	<ul style="list-style-type: none"> • Proximity to Flood Risk Zones. • Proximity to waterbodies and aquifers.

	<p>infrastructure and environmental assets?</p> <ul style="list-style-type: none"> • Manage residual flood risks appropriately and avoid new flood risks? • Seek to minimise new development in areas prone to flood risk or mitigate the potential for such risk? • Promote the deployment of sustainable urban drainage systems? 	
<p>4. Sustainable Placemaking: Maximise the efficient use of land and infrastructure and enhance design quality to create great places for people.</p>	<ul style="list-style-type: none"> • Promote high quality architecture and design which strengthens local distinctiveness and fosters a sense of place? • Create and maintain a safe and attractive public realm which encourages people to walk and cycle? • Ensure appropriate siting, scale, massing and density of development? • Make the best use of land, including through prioritising the redevelopment of brownfield sites and locating high footfall uses close to the public transport network? • Reduce opportunities for crime and antisocial behaviour through the siting and design of new development? • Provide public realm which feels safe to all users at all times? 	<ul style="list-style-type: none"> • Previously developed brownfield land or greenfield land. • Proximity to active travel networks.

5. LDP AMR findings and Review Report Conclusions

There is a strong emphasis on safeguarding and enhancing the character and appearance of the undeveloped coast and countryside, sites of landscape / conservation importance, features of historic or architectural interest and ensure the conservation of biodiversity and protected species. The policies used together are a tool in achieving this in resisting inappropriate development. However greater clarity and format to follow PPW advice could be adopted, especially with regards to targets, biodiversity enhancement and Green Infrastructure.

Four strategic objectives are of key relevance to this LDP area:

SO1: To accommodate sustainable levels of population growth.

SO7: Concentrate development along existing and proposed infrastructure networks and, in particular, at locations that are convenient for pedestrians, cyclists and public transport.

SO9: To encourage efficient patterns of movement and to recognise the strategic role that the A55 and rail corridors will play in meeting the development needs of the Plan Area, and to give particular attention to development locations that are convenient for pedestrians, walking and cycling in Conwy to aid the reduction of transport CO2 emissions.

SO13: To protect and improve accessibility to essential services and facilities, including open space, allotments, health, education and leisure.

It is considered that the policies are aiding to deliver the Strategic Objectives in accommodating sustainable levels of population growth in accordance with the LDP. Promotion of pedestrian and cycling routes will also be promoted through masterplanning, place-planning and the implementation of the Active Travel Plan.

6. Updated LDP Evidence Base

a. Employment Land Review 2016-2031 Background Paper

This will inform what employment land is needed to be allocated and thus inform the requirements and pressures on transport network.

b. Settlement Hierarchy and Settlement Boundary Assessment

This will be updated to take account of minor changes and for proposed allocations. Some greenfield sites will undoubtedly be needed however they will have to go through the full process of assessment.

c. SA/SEA

The SEA seeks the views of the SEA Consultation Bodies on the proposed methodology and assessment framework for a legally compliant SA of the Conwy LDP Review. The report also seeks the views of the SEA Consultation Authorities on a draft SEA screening determination to satisfy procedural requirements and to confirm that a SEA needs to be incorporated within the SA. The SA/SEA process is ongoing and runs in parallel with the preparation of the RLDP.

d. Habitats Regulations Assessment

This report will need to be revised to assess impact on habitats of European importance and will form a Background Paper to the RLDP.

e. Conwy Active Travel Plan and route map.

This is prepared to identify safe and sustainable routes in existing settlements. Future policy and cross-strategy benefits will be maximised through the RLDP.

f. Joint Flood Risk Protocol

This document forms a joint protocol to the approach to development in the coastal East area of the county which is subject to flood risk. It will be revised as part of the RLDP to explore the potential for development within the area affected.

7. Potential Land Use Policies and Proposals

It is considered that the policies are aiding to deliver the Strategic Objectives SO1, SO4, SO7, and SO13 in the promotion of sustainable transport through the careful siting of development where it is also environmentally and socially acceptable.

There is a strong emphasis on safeguarding and enhancing the character and appearance of the undeveloped coast and countryside, sites of landscape / conservation importance, features of historic or architectural interest and ensure the conservation of biodiversity and protected species. The policies used together are a tool in achieving this in resisting inappropriate development. However, more could be done to promote the reduction of private car journeys, the electrification of routes, and green infrastructure network resources. Promotion of pedestrian and cycling routes will also be promoted through master planning, place-planning and the implementation of the Active Travel Plan.

Further Evidence base needed

There are no concerns over the implementation of the strategic objectives however greater clarity is needed with regards to target-setting in line with national guidance and highlighting cross-strategy benefits. Regional strategies also need better integration.

Key issues and problems

Key changes include the Well-being and Future Generations (Wales) Act 2015, National Development Framework for Wales (2017), Walking and Cycling Action Plan for Wales (2009-2013) and Active Travel (Wales) Act 2013.

PPW was also revised in November 2016. The Growth Vision and Strategy for the economy of North Wales (2016) and Conwy Corporate Plan have also been introduced. Key sustainable transport objectives are similar to previous, but there are some new policy requirements and legislation that need to be included in LDP policies.

Conwy Regional Transport Plan, in part, informed the preparation of the adopted LDP and the North Wales Joint Transport Plan (NWJTP) is also being reviewed which will determine some aspects of the LDP review. Projects that are linked to development within the RLDP or otherwise considered as deliverable within the Plan period will also be included.

The priority transport schemes identified in the NWJTP are not fully reflected in the LDP and as such, further consideration needs to be given to the policy and land use implications of such schemes in order to ensure that they are deliverable in the context of local policy.

Conclusion

This Topic Paper raises the key issues covered and the areas that require change in the review of the LDP. In the case of Strategic Objectives the transport topic relates to all key themes: 'Distinctive and Natural Places' and 'Productive and Enterprising Places' and 'Active and Social Places' in Conwy. These include further objectives around how sustainable transport can be integrated into the plan area. This will entail working in line with the SA/SEA, HRA and balanced need for sustainable growth and distribution of housing and employment sites, along with details of policies that require review due to changes in European/ national/local context. It is clear that significant contextual changes have taken place in respect of regional transport ambitions since the adoption of the LDP and several changes are foreseen for the RLDP.

The Replacement LDP needs to strike a balance between being responsive to the incorporation of national policy aspirations. Work will be undertaken to refine and review existing policies, involving key officers, members and other interested parties through the LDP review process. It is considered that the Sustainable Transport section is delivering as intended however there are multiple updates to carry out as a result of national and regional plans and strategies in order to dovetail with RLDP policies and aspirations. This will include incorporating new guidance on Green Infrastructure and sustainable drainage.