

REPORT TO: PLANNING & TRANSPORTATION COMMITTEE – 29 MARCH 2004

REPORT ON: SCOTTISH PLANNING POLICY (SPP) 17 – PLANNING FOR TRANSPORT CONSULTATION DRAFT

REPORT BY: DIRECTOR OF PLANNING & TRANSPORTATION

REPORT NO: 201-2004

1 PURPOSE OF REPORT

- 1.1 To briefly outline the provisions of the consultation draft of Scottish Planning Policy (SPP) 17 – Planning for transport, and to seek the Committee’s approval for the submission of comments on behalf of the City Council to the Scottish Executive.

2 RECOMMENDATIONS

- 2.1 It is recommended that Committee
- a Notes the contents of this report
 - b Remits the Director of Planning and Transportation to submit comments on the draft SPP as set out in the appendix to the report to the Scottish Executive.

3 FINANCIAL IMPLICATIONS

- 3.1 There are no financial implications for the City Council as a direct result of this report.

4 LOCAL AGENDA 21 IMPLICATIONS

- 4.1 Transportation can impact upon Local Agenda 21. The aim of SPP 17 - Draft includes the delivery of a transport network which will effectively support the economy whilst reducing the need for travel, create the right conditions for greater use of sustainable transport modes and restrict the potential adverse impacts.

5 EQUAL OPPORTUNITIES IMPLICATIONS

- 5.1 Whilst this document has no direct implications, transport is a key player in improving social inclusion by facilitating access for all members of the community.

6 BACKGROUND

- 6.1 The Scottish Executive has published a consultation draft of Scottish Planning Policy (SPP) 17 Planning for Transport. When finalised, it will replace the following documents:

- National Planning Policy Guideline (NPPG) 9 – The provision of roadside facilities on motorways and other trunk roads in Scotland.
- NPPG 17 – Transport and Planning
- SPP17 – Transport and Planning maximum planning standards addendum to NPPG17.

- 6.2 SPP17 highlights the key role of land use planning in supporting Scotland's economic, environmental and social objectives. The integration of land use and transport planning can play a key role in enabling such objectives.
- 6.3 The thrust of SPP17 is supported in that it aims to most effectively support the economy, land use planning should assist in reducing the need for travel, create conditions for greater use of sustainable transport modes and by restricting the adverse environmental impacts of transport provision.
- 6.4 There is concern that SPP17 excessively prioritises the protection afforded to strategic and trunk roads through the reduction of such roads for local or short journeys. Within Dundee the trunk road network is an essential part of the City network and must be recognised for that use, which may have to be balanced against strategic needs.

7 CONSULTATIONS

- 7.1 The Chief Executive, Depute Chief Executive (Support Services), Depute Chief Executive (Finance), and Assistant Chief Executive (Community Planning) have been consulted and are in agreement with the contents of this report.

8 BACKGROUND PAPERS

- 8.1 Scottish Planning Policy (SPP) 17 – Planning for Transport – Consultation Draft.

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APPENDIX 1

Paragraph 8

This paragraph states that an appraisal process may include land use transport modelling to identify issues and seek to resolve them through iteration of the land use and transport relationship. Modelling on this scale would be a major undertaking in terms of staff resources and finance. Whilst agreeing the development strategy should be prepared in the full knowledge of transport network infrastructure and services, congestion restraints, proposed or committed transport projects and demand management schemes, Dundee City Council notes that it is an option to undertake land use and transport modelling and would not support it becoming mandatory.

Paragraph 9

As part of the development process it is normal for the developer to meet the capital costs for infrastructure such as roads, footways and street lighting within the site area of the development. The responsibility for off-site infrastructure is a matter that can often lead to debate. The Scottish Executive Circular 12/1996 is used as a basis for Dundee City Council's position. It may be appropriate to clarify the situation in this regard when trunk road works are involved.

Paragraphs 11 and 12

Dundee's outer ring trunk road (Kingsway) has long been subsumed by urban growth and serves as a strategic local road. The majority of traffic on the Kingsway and indeed on the entire trunk network within Dundee City Council's boundary is undertaking short local journeys. Therefore Dundee City Council cannot comply or support the presumption against new trunk road junctions. If no new junctions and the removal of short local journeys are requirements for trunk roads, consideration should be given to de-trunking all urban trunk roads in Scotland.

Paragraph 14

Planning for Tramways – This is listed under major strategic projects. As trams are essentially for trips of a local nature it is considered that this be best dealt with later in the SPP.

Paragraph 21

This argues that where sites are not consistent with the principles of sustainable transport, they should be withdrawn or reallocated and that time expired permissions should be considered against the SPP. Sites may be allocated – especially in urban areas – to locations where transport connections may not be ideal but have other factors which dictate the allocation – this could include environmental, economic or landscape capacity considerations so it is felt that paragraph 21 offers a view which is too simplistic in nature. Engineering or service opportunities may be available to improve the transport profile of a location and should be taken into consideration alongside all other factors.

Paragraph 27

This paragraph is generally supported however there is concern that cycle routes and horse riding are generally incompatible in terms of quality of user experience and the difference in desired surfaces. The identification of accident risk associated with shared routes is not appropriate as there would seem to be little, if any, evidence to support the assumption that such routes are unsafe.

Paragraph 30

It is stated that on urban and inter-urban commuter routes, Councils should promote formal park and ride schemes. It is not always the case that Park and Ride schemes are suitable or viable both economically and physically and as such the wording should be changed to Councils should consider promoting formal park and ride schemes.

Paragraph 37

Paragraph states that developers of individual sites within the town centres may be required to contribute to implementing the overall parking requirement for a town centre in lieu of individual parking provision. This is an interesting concept and could be used to upgrade all car parks in town centres to comply with the 'Secure Car Parks Standard'. Dundee City Council supports the measure.

Paragraphs 38 and 42

Dundee City Council welcomes the advice that maximum parking standards should be set at a city region level as there had been concern that if Dundee City Council set low maximum parking standards then developers may choose to 'hop boundaries' to the neighbouring authorities. Currently Dundee City Council has adopted the national standards.

Paragraph 51

Dundee City Council has already stated in reply to the consultation 'A Draft Guide to Transport Assessments' that it cannot support the use of Mode Share Targets. Dundee City Council believe Mode Share Targets are flawed and fraught with difficulties: What level of influence does a developer have, for example, on a supermarket, as Travel Plans are only enforceable to staff? There will be debate as to whom is responsible if targets are not met and there are resource implications in the monitoring and verification of the results. Dundee City Council considers it helpful to have modal share defined in a TA so that adequate provision can be made for each mode, but does not support targets.

Paragraph 52

Dundee City Council supports the use of Travel Plans and promoting sustainable transport but not Mode Share **Targets**.

Paragraph 54

It is noted that direct access is permitted on a trunk road that has a speed limit imposed. This distinction between a non-restricted trunk road and a trunk road with a speed limit imposed is not made in paragraph 12 and therefore the advice appears to be contradictory.

Paragraph 55

Reference is made to previous comments on Paragraphs 11 and 12. With regard to 'no net detriment' on the strategic road network, Dundee City Council would make the following comments:

- a What is the definition of strategic road network, if this includes non trunk roads then local authorities should be able to determine their own policy on the traffic impact of developments. There are a range of considerations other than traffic impact such as economic, social, environmental which may be more pressing locally than no net detriment to traffic.
- b The general advice given by the Scottish Executive is to promote walking, cycling and public transport ahead of private travel, therefore it would seem obtuse to judge a development on the need to cater for private transport alone. A balanced consideration of all modes should be taken.
- c Much of the trunk road network is presently at or near capacity at peak times but for the majority of the day has space capacity. It is currently the practice to assess new developments for their impact on trunk roads at peak traffic conditions (am and pm peaks). However care should be taken that mitigation measures that cater for no net detriment in peak conditions, do not make it worse for the longer off-peak period ie no net detriment should be considered over the full 24 hour period.
- d It is also noted that the developer is expected to fund major road or junction improvements. It could be argued that the increase in strategic traffic on trunk roads has resulted in the network becoming either at or above capacity and therefore the cost of mitigation measures to achieve no net detriment should be shared between the Scottish Executive and the developer.