

18. PEAK DISTRICT NATIONAL PARK TRANSPORT DESIGN GUIDE SUPPLEMENTARY PLANNING DOCUMENT (BJT)

Purpose of Report

1. The purpose of this report is to seek approval from the Planning Committee to adopt the Peak District National Park Transport Design Guide Supplementary Planning Document (SPD) as part of the Authority's suite of Development Management Documents. A copy of the Supplementary Planning Document is provided at by using the link at the end of this report. The current version of the document will require further design work, including the addition of further photographs, which may necessitate the inclusion of explanatory text. This Report also seeks delegated authority to the Director of Conservation and Planning in consultation with the Chair and Vice Chair of Planning Committee to agree any further modifications to design; plus any minor text amendments resulting from changes to design, prior to publication of the final version of the document.
2. The Peak District National Park Transport Design Guide Supplementary Planning Document has been in development since the Summer of 2016 and has undergone both a public consultation process and an extensive stakeholder consultation process. The version of the document provided at Appendix B reflects feedback received from a wide range of stakeholders throughout the development of the document

RECOMMENDATION

That the Committee:

1. **Approves the adoption of the Peak District National Park Transport Design Guide Supplementary Planning Document**
2. **That delegated authority is granted to the Director of Conservation and Planning in consultation with the Plan Review Member Steering Group to agree any further modifications to, and finalisation of the document prior to publication**

History

3. The Peak District National Park falls within the constituent area of seven different highway authorities (Barnsley Metropolitan Borough Council, Cheshire East Council, Derbyshire County Council, Kirklees Council, Oldham Council, Sheffield City Council and Staffordshire County Council). In addition, the A628 Trunk Road lies under the ownership / management of Highways England, whilst the Hope Valley railway line falls under the ownership / management of Network Rail.
4. The National Park Authority's planning documents have traditionally included policies relating to the design criteria for transport infrastructure. The aim of these policies being to ensure that new transport infrastructure is of a size and design that is effective, but compatible with National Park purposes.
5. Over the last two decades, there has been a number of drivers for the increase in transport infrastructure within the National Park, particularly on the road network. These drivers are principally in relation to road safety. They have included reduced speed limits on 'A' and 'B' class roads, the use of interactive technologies to both warn and inform drivers. Overall, this has led to both an increase in the number of road signs, and their size.
6. The Peak District National Park Core Strategy (adopted 2011) highlighted a need for transport infrastructure within a National Park to be of the highest quality and make a positive contribution to the street scene. The text, which accompanies Policy T3: Design of Transport Infrastructure states that "*The National Park Authority will consider bringing*

forward a Park-wide design code for to give further guidance on this issue, and support commitments to quickly remove unnecessary signage and clutter”. The development of the Peak District National Park Transport Design Guide Supplementary Planning Document fulfils that commitment.

7. The initial development of the Peak District National Park Transport Design Guide Supplementary Planning Document was outsourced to Arcus Consulting, who were appointed in the Summer of 2016. Arcus Consulting conducted extensive stakeholder consultation in the development of the document. This resulted in the production of a Consultation Draft Version of the SPD in November 2017, with members of this Committee providing comment in October 2017.
8. Following a six-week public consultation, which ran from November 2017 through to January 2018, the further development of the Peak District National Park Transport Design Guide Supplementary Planning Document was undertaken by members of the Authority's Policy & Communities Service. This development has included further stakeholder consultation, with the final version of the document reflecting both comments and suggestions received during the public and subsequent stakeholder consultations.

Consultations undertaken

9. During the development of the document, it has been subject to a number of non-statutory stakeholder consultations and a statutory six-week public consultation. The details of the consultation process are provided below:
 - i) Summer 2016 – initial Arcus contact with key stakeholders to raise awareness of the development of a design guide including the use of a questionnaire.
 - ii) September 2016 – Stakeholder workshop, with invitees across constituent highway authorities, Highways England, Network Rail and other interested parties.
 - iii) Autumn 2016 – informal six week consultation with stakeholders on a first draft of the SPD.
 - iv) October 2017 – Planning Committee provided feedback on the Consultation Draft of the document and gave approval for the statutory public consultation.
 - v) November 2017 to January 2018 – six-week formal public consultation, resulted in 417 separate comments from 42 individuals or organisations.
 - vi) May 2018 – Stakeholder workshop, with invitees across constituent highway authorities, Highways England, Network Rail and other interested parties. The workshop provided an update, and sought further comment.
 - vii) March 2018 to April 2018 – informal 3 week consultation with key stakeholders on the final draft version of the document. This included consultation with the Development Management Policies Document Member Steering Group.
10. Each phase of consultation has shaped the document, and the input of members of the public and our stakeholders has been key to arriving at the final version provided at Appendix A using the link
<https://democracy.peakdistrict.gov.uk/ecSDDisplay.aspx?NAME=SD3208&ID=3208&RPID=503327768>

Representations

11. The Consultation Report, provided at Appendix B, provides a summary of comments received through the Public Consultation and any changes that have been made because of the comments provided.
12. The recent informal stakeholder consultation provided some very positive feedback, including from Highways England. The consultation also provided additional suggested changes, which have been incorporated into the document. A key concern, raised by two respondents was in relation to 'Access for All'. The document has been updated to reflect comments received in relation to this issue.
13. Derbyshire County Council has raised the following issue in response to both the public and informal stakeholder consultations: -

"DCC's main concern, however, is that the SPD has no jurisdiction over Highway Authority improvements which are permitted development and therefore outside the planning system. DCC has its own protocols for ensuring that environmental and heritage matters are considered in any highway improvements and accordingly, it is not PDNPA's role to determine whether the County Council's schemes are acceptable or not".
14. It should be noted that none of the National Park Authority's other constituent highway authorities have expressed such concerns. The Peak District National Park Transport Design Guide Supplementary Planning Document acknowledges the differing methods through which highway infrastructure is delivered; including under the General Permitted Development Order. The approach advocated within the SPD is one that takes account the various statutory responsibilities of highway authorities and other bodies. It seeks to assist highway and transport authorities with meeting their Section 62 Duty under the Environment Act (1995), when designing and delivering transport schemes, whilst not compromising either safety or functionality.

National Policies

15. The following policies are applicable to the Peak District National Park Design Guide Supplementary Planning Document: -
 - 1) National Park designation is the highest level of landscape designation in the UK. The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales which are to conserve and enhance the natural beauty, wildlife and cultural heritage and promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public. When National Parks carry out these purposes they also have the duty to seek to foster the economic and social well-being of local communities within the National Parks.
 - 2) The National Planning Policy Framework (NPPF) has been revised (2019). This replaces the previous document (2012) with immediate effect. The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In particular Paragraph 172 states that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, which have the highest status of protection in relation to these issues.

- 3) Paragraph 102 of the NPPF directs plan makers to consider transport issues at the early stages of plan making. Part (e) of the paragraph advocates the identification and assessment of the environmental impacts of traffic and transport infrastructure. This is in order to identify and mitigate any adverse effects, and the pursuance of environmental net gain. The SPD supports this approach.

Development Plan policies

16. In the National Park the development plan comprises the Authority's Core Strategy 2011 and the Development Management Policies (2019). Policies in the Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the consideration of this report.
17. Policy GSP1 sets out the broad strategy for achieving the National Park's objectives having regard to the Sandford Principle, (that is, where there are conflicting desired outcomes in achieving national park purposes, greater priority must be given to the conservation of the natural beauty, wildlife and cultural heritage of the area, even at the cost of socio-economic benefits). GPS1 also sets out the need for sustainable development and to avoid major development unless it is essential, and the need to mitigate localised harm where essential major development is allowed.
18. Policy GSP3 sets out development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, design in accordance with the National Park Authority Design Guide and impact on living conditions of communities.
19. Policy L1 identifies that development must conserve and enhance valued landscape character and valued characteristics, and other than in exceptional circumstances, proposals in the Natural Zone will not be permitted.

Relevant Core Strategy (CS) policies: Policy T3: Design of transport infrastructure

Development Management (DM) policies: Policy DMT3: Access and design criteria

20. Part A of Core Strategy Policy T3: Design of Transport Infrastructure, advocates a design approach for transport infrastructure within the National Park, which takes full account of the valued characteristics of the National Park. Part B of the policy sets out a preference for a minimalistic approach, which also takes account of the need for transport interchanges to be both welcoming and safe. Finally, Part C of the policy requires mitigation measures to be brought forward, where new transport infrastructure severs routes for wildlife.
21. Policy DMT3 adds detail to the Core Strategy; with Part A stressing the need for new transport infrastructure to be designed and built to high environmental standards, whilst being in keeping with the special qualities of the National Park. Part B sets out the requirement for any new access onto a public highway to be safe and achievable for all people, whilst not detracting from the character and appearance of the locality; and if possible enhancing it. Part C sets out a requirement for the retention and enhancement of hedgerows, where new accesses are delivered. Finally, Part D sets out possible measures that could be used to address the severance of routes for wildlife by transport infrastructure.

22. The Peak District National Park Transport Design Guide Supplementary Planning Document supports the delivery of Core Strategy Policy T3 and Development Management Policy DMT3 by providing detailed guidance on the delivery of transport infrastructure within the National Park context.

Human Rights

23. Any human rights issues have been considered and addressed in the preparation of this report.
24. It is considered that if the SPD is effective in achieving its aims, that it will enhance access to, from and within the public realm of settlements for non-motorised users. In particular, this relates to pedestrians and those with limited mobility. This is achieved by the enhancement and decluttering of public and shared space.

List of Background Papers (not previously published)

Appendix A – Transport Design Guide Supplementary Planning Document – see link
<https://democracy.peakdistrict.gov.uk/ecSDDisplay.aspx?NAME=SD3208&ID=3208&RPID=503327768>

Appendix B – Peak District National Park Design Guide Supplementary Planning Document: Consultation Report