Shap*ing*
our **FUTURE**

Planning Policy
Statement 13 (PPS 13)

Transportation
and Land Use

Contents

Preamble

1. The Department for Regional Development (DRD) formulated Shaping Our Future: the Regional Development Strategy for Northern Ireland 2025 (RDS) in September 2001[1]. The strategy will guide the future development of the region over the next 25 years. The Department has a statutory duty laid down in Article 4 of the Strategic Planning (Northern Ireland) Order 1999, to provide policy guidance and advice on the RDS and its implementation. Planning policies and plans prepared by the Department of the Environment (DOE) and development schemes brought forward by the Department for Social Development (DSD) must be in general conformity with the RDS[2].

2. Planning Policy Statement, PPS 13 "Transportation and Land Use" has been prepared to assist in the implementation of the RDS. It will guide the integration of transportation and land use, particularly through the preparation of development plans and transport plans, prepared respectively by DOE Planning Service and DRD Roads Service. It will also be a material consideration in dealing with individual planning applications and appeals.

3. **This PPS will replace Strategic Policy 11 and Policy PSU 6 of "A Planning Strategy for Rural Northern Ireland"[3].**

4. PPS 13 flows directly from the vision, spatial strategy and strategic planning guidelines contained in the RDS. The RDS sets out the transportation vision for the development of the region. That vision is:

    "to have a modern, sustainable, safe transportation system which benefits society, the economy and the environment and which actively contributes to social inclusion and everyone's quality of life".

    Although the achievement of this vision will be a long term incremental process, it does provide for innovative transport solutions.

5. This PPS also recognises the significance of the Regional Transportation Strategy for Northern Ireland 2002-2012 (RTS)[4], which sets out the progress towards delivery of the transportation vision that can be achieved over the ten-year period 2002-12. The RDS and

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[1] Regional Development Strategy for Northern Ireland 2025, DRD, 2002.
[2] The Planning (Amendment) (Northern Ireland) Order 2003, The Stationery Office.
[3] " A Planning Strategy for Rural Northern Ireland", The Stationery Office, 1993.
[4]   Regional Transportation Strategy for NI 2002-2012, DRD, 2002.

RTS together provide a unique integrated approach to transport and land use planning and this PPS should be read in conjunction with these two overarching documents.

6. PPS 13 should also be read in conjunction with other relevant documents produced by DRD and DOE Planning Service. In particular, it needs to be considered together with **PPS 3 "Access, Movement and Parking"** [5] and the draft guide to Transport Assessment prepared by both Departments[6]. The relationship between this PPS and other parts of the land use and transportation planning system is illustrated in the following diagram: -
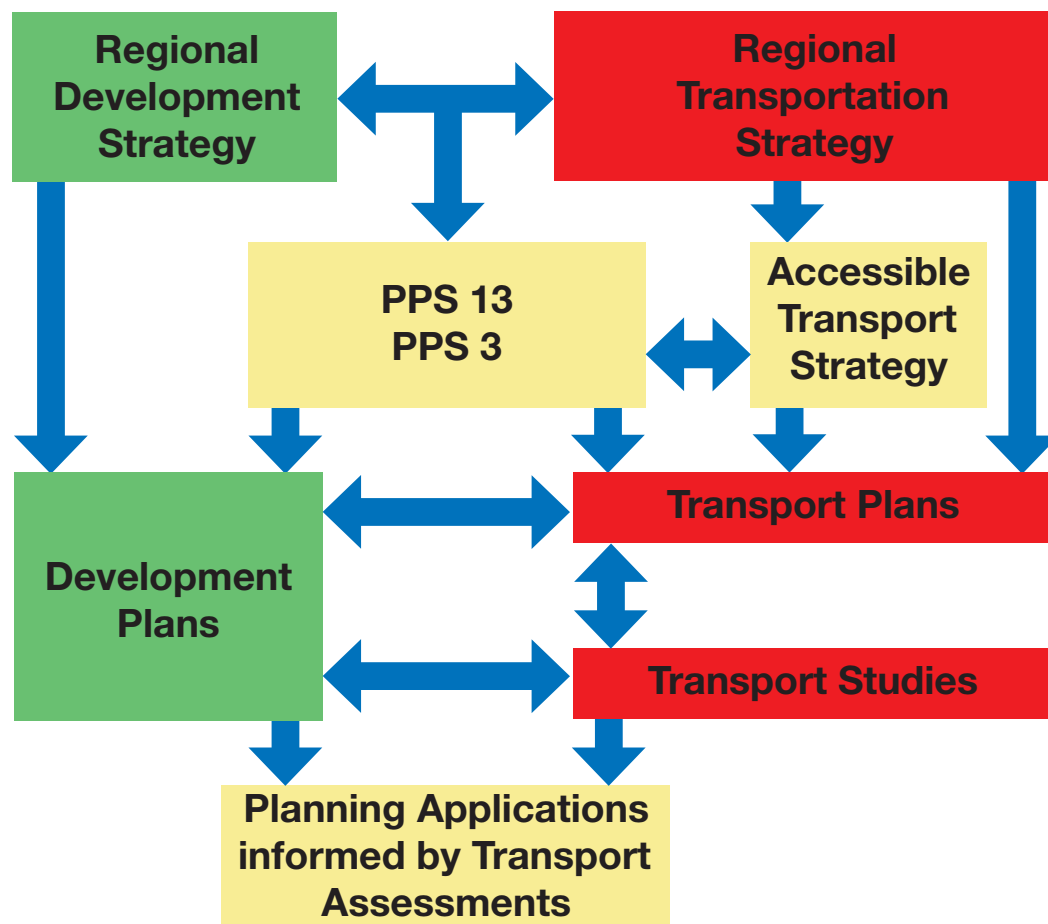
7. Nothing contained in this document should be read as a commitment that public resources will be provided for any specific project. All proposals for expenditure will be subject to economic appraisal, other relevant assessments and will also have to be considered having regard to the overall availability of resources.

[5] PPS 3 "Access, Movement and Parking", DOE Planning Service, 2005.
[6] "Transport Assessment Guidelines for development proposals in Northern Ireland", DRD & DOE , 2005.

Equality Impact

8.   PPS13 has been prepared in accordance with the Department's statutory obligations under Section 75 of the Northern Ireland Act 1998[7]. Section 75 requires public authorities, in carrying out their functions relating to Northern Ireland, to have due regard to the need to promote equality of opportunity:

- between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;
- between men and women generally;
- between persons with a disability and persons without; and
- between persons with dependants and persons without.

9.   In addition, without prejudice to the above obligation, the Department must also, in carrying out its functions relating to Northern Ireland, have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or racial group. An Equality Impact Assessment (EQIA) has been carried out by the Department and is available at www.drdni. gov.uk/shapingourfuture.

Human Rights

10.   This PPS is also subject to ongoing assessment in relation to the European Convention on Human Rights (ECHR) through Article 2 of the Human Rights Act 1998[8]. Preparation of this PPS has taken account of the requirements of the Convention.

New Targeting Social Need

11.   PPS13 is consistent with the strategic approach of New Targeting Social Need[9] and includes provisions, such as the promotion of accessibility for all, which will contribute to tackling poverty, social exclusion and the regeneration of disadvantaged neighbourhoods. These provisions and subsequent actions will complement and reinforce actions directly aimed at promoting equality of opportunity.

[7]   Northern Ireland Act 1998, The Stationery Office.
[8]   Human Rights Act 1998, The Stationery Office.
[9]   New Targeting Social Need Annual Report 2003, New TSN Unit, OFMDFM.

Rural Proofing

12. PPS13 has been prepared in line with the Department of Agriculture and Rural Development's "A Guide to Rural Proofing - considering the needs of rural communities"[10]. Rural proofing ensures that the needs and special considerations of rural communities and areas are routinely and objectively considered as part of the policy development process. The guidance within this PPS acknowledges and aims to address the needs of the rural community.

Sustainability Appraisal

13. As good practice, this PPS was subjected to Sustainability Appraisal in anticipation of the July 2004 deadline for compliance with the European Directive on Strategic Environmental Appraisal (SEA)[11]. The purpose of the Sustainability Appraisal is to ensure that the PPS has been systematically assessed and revised during its preparation in the light of potential impacts on the environment and quality of life. It ensures that the policy contributes to the globally accepted objectives of sustainable development.

14. The Department is of the opinion that it is not required to publish an environmental assessment as specified in the new legislation because the first formal preparatory act (publication of draft PPS 13) was prior to the commencement date of the Environmental Assessment of Plans and Programmes Regulations (NI) 2004 (2004 No.280). The Department is also of the opinion that the Sustainability Appraisal of this PPS substantially considers those matters, which would have been examined under the new regulations and that there is no merit in commencing a fresh assessment.

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[10] "A Guide to Rural Proofing – considering the needs of rural communities", DARD, 2003.

[11] European Directive on Strategic Environmental Appraisal (SEA), (Directive 2001/42/EC).

Policy Context

Transportation Policy

15. The White Paper "A New Deal for Transport"[12] published in 1998 set out the Government's strategic policy framework for transport in the UK. It focused on the promotion of transport policy by:

    • integration within and between different types of transport;

    • integration with the environment;

    • integration with land use planning; and

    • integration with policies for education, health, and wealth creation.

16. "Moving Forward: The Northern Ireland Transport Policy Statement"[13] outlined the strategy for implementing the objectives of the White Paper in a way which would reflect the particular circumstances of Northern Ireland. It signalled an important step in developing a strategy to enable a move away from a transport system dominated by car use, to a more balanced and integrated system in which public transport and non-motorised transport would be an attractive option for many trips. The statement forms the basis for current transport policy.

The Regional Development Strategy

17. The RDS provides an overarching strategic framework for development plans and policies, which guide public and private investment decisions relating to land-use. It also provides a framework to protect and enhance the physical, natural and man-made assets of the region. The importance of the RDS is underpinned by legislation[14] and was recognised in the Northern Ireland Executive's Programme for Government.

18. The RDS recognises that Northern Ireland is heavily dependent on a roads based transport system reflecting the small internal transport market and dispersed settlement pattern. The bus network beyond the Belfast Metropolitan Area (BMA) is largely inter-urban and the rail network is limited, serving mainly the eastern seaboard. While the ongoing development of technology brings with it the potential to

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[12] "A New Deal for Transport: Better for Everyone", DETR, 1998.

[13] "Moving Forward – Northern Ireland Transport Statement", DRD, 1998.

[14] Article 5 of the Strategic Planning (Northern Ireland) Order 1999, The Stationery Office.

change future working patterns, such as increased home working, at present the vast majority of goods and people continue to travel by road.

19. Whilst the car brings advantages in terms of personal mobility, its use contributes to environmental problems in our cities and towns. Also, an emphasis on the car in the planning of development increases car dependency as well as influencing the built form and layout of urban areas. Increased levels of car use and car dependence can have an adverse effect on public transport patronage. This increased dependency can also contribute to social exclusion, for example, by reducing accessibility to job opportunities and services, particularly for those in isolated rural areas and in disadvantaged urban communities.

20. The RDS sets out the transportation vision for the development of the region. That vision, which is shared with the RTS, is set out in paragraph 4 of this PPS.

21. The need to integrate land use and transportation is a key objective in delivering the transportation vision. Integration can contribute to sustainable development in the following ways:

    • it will reduce the need to travel and will facilitate more sustainable transport choices;

    • it will promote genuine choice between different modes of transport, allowing each mode to reach its full potential and offering seamless travel across modes;

    • it will promote more effective government policies on education, health, economic growth, access to employment and targeting social need through better integration with transportation; and

    • it will contribute to the creation of healthier living environments and the support of healthy lifestyles.

22. The RDS strategic objectives which shape this PPS are:

    • **to develop a Regional Strategic Transport Network, based on key transport corridors, to enhance accessibility to regional facilities and services (SPG-TRAN 1)**

      The Regional Strategic Transport Network (RSTN) provides the skeletal framework for the balanced development of the whole region and the upgrading of public transport services.

It facilitates inter-regional linkages and will strengthen internal cohesion.

- **to extend travel choice for all sections of the community by enhancing public transport (SPG-TRAN 2)**

  Improving the quality and accessibility of public transport and retaining options for more innovative modes of transport can help extend travel choices for all. This will have particular relevance for the rural areas, where the problems of accessibility are more acute.

- **to integrate land use and transportation (SPG-TRAN 3)**

  People travel everyday for work, shopping, school and leisure. Planning the location of development together with transport infrastructure and services can reduce the need to travel and consequently improve the economy, environment, and quality of life for everyone.

- **to change the regional travel culture and contribute to healthier lifestyles (SPG-TRAN 4)**

  The car is often the first choice in daily travel. Changing travel culture means influencing people towards the use of realistic alternatives, to share travel and, on shorter journeys, to walk or cycle. Over time, this will contribute to reducing congestion, improving air quality and positively influencing our health.

- **to develop and enhance the Metropolitan Transport Corridor Network; to improve public transport service in the Belfast Metropolitan Area; to manage travel demand within the Belfast Metropolitan Area (SPG-BMA 3-5)**

  The Belfast Metropolitan Area (BMA) is the largest hub on the transportation network and a major regional gateway. Gateways serve as important interchange points, connecting ports and airports to the internal transport network. The BMA presents the greatest challenge in transportation terms and the best opportunity to achieve improved integration of transportation with land use. To facilitate this, the Belfast Metropolitan Area Plan (BMAP) includes transport proposals informed and supported by the Belfast Metropolitan Transport Plan (BMTP).

- **to create an accessible countryside with a responsive transport network that meets the needs of the rural community (SPG-RNI 4)**

    Rural areas are the least accessible parts of Northern Ireland and exhibit significant car dependency. In cases where there is limited access to both the car and public transport, rural dwellers may experience isolation. Improvements to the RSTN and the introduction of flexible and innovative public transport will help to meet the needs of the rural community.

The Regional Transportation Strategy

23. The RTS supports the RDS by aligning transport planning with progress towards the achievement of its transportation vision for the region. As part of that process the RTS defines the characteristics of the transport system which will achieve that vision. It provides a comparative analysis of the existing transport network and defines investment priorities by transport mode and area across the region for the ten year period 2002-2012. The RTS provides a framework against which progress toward the achievement of the transportation vision can be measured.

24. The RTS sets out the delivery structures and identifies the transport plans through which it will be implemented:

    • **the Regional Strategic Transport Network Transport Plan (RSTN TP);**
    • **the Belfast Metropolitan Transport Plan (BMTP); and**
    • **the Sub-Regional Transport Plan (SRTP).**

25. The transport plans will support the spatial development strategy in the RDS and will inform emerging development plans being prepared by DOE Planning Service. Transport studies will be undertaken by or on behalf of DRD Roads Service to inform and support the preparation of both development plans and transport plans. These studies will include surveys and analyses to confirm local problems and to estimate the impacts and cost effectiveness of a range of possible solutions.

26. Each transport plan will include a full range of transport initiatives including public transport improvements, measures to support walking and cycling, highway improvements, road maintenance,

capital works and other relevant policy measures, in line with the strategic investment priorities set by the RTS. They will also identify targets, performance indicators and other outputs in support of the RTS that can be used to measure progress against local and strategic objectives. An outline of the role of each transport plan is set out in Appendix 3 of this PPS.

Policy Objectives

27. The primary objective of this PPS is to integrate land use planning and transport by:

   - promoting sustainable transport choices;
   - promoting accessibility for all; and
   - reducing the need to travel, especially by private car.

28. The following secondary objectives as set out in PPS 3 "Access, Movement and Parking" will complement this:

   - make efficient use of road space within the context of promoting modal shift to more sustainable forms of transport;
   - ensure that new development offers a realistic choice of access by walking, cycling and public transport, recognizing that this may be less achievable in some rural areas;
   - ensure the needs of people with disabilities and others whose mobility is impaired are taken into account in relation to accessibility to buildings and parking provision;
   - promote the provision of adequate facilities for cyclists in new development;
   - promote parking policies that will assist in reducing reliance on the private car and help tackle growing congestion; and
   - protect routes required for new transport schemes including disused transport routes with potential for future reuse.

Integration of Transportation & Land Use Planning - General Principles

29. This section outlines the General Principles to be applied to the planning and delivery of transportation and development. These General Principles have been drawn from the strategic policy guidance contained within the RDS.

General Principle 1

The integration of transportation policy and land use planning should be taken forward through the preparation of development plans and transport plans informed by transport studies.

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30. Development plans and transport plans have a complementary role to play in promoting greater integration of transportation and land use planning and they should reinforce each other. This will help to ensure that the land use allocations, key site requirements and policies of a development plan are closely linked with the policies, proposals and investment priorities for transportation identified in the transport plan.

31. In practice, this process will require close liaison between land use planners, transport planners and public transport providers. A key stage in the process should be the preparation of a transport study. This will provide details of the transport issues, problems and opportunities across a plan area. It will also include an analysis of car parking and can assess the need for appropriate local policies or proposals in the development plan/transport plan.

32. The study should also provide the basis to determine the extent to which potential development land is accessible by all modes of transport. Thus, it will help inform the process of land use allocation in a development plan and assist in the identification of key transportation requirements for these and other major development sites.

33. Where the transport study or transport plan puts forward any schemes or measures, which have land use implications, these should be identified in the development plan. Further information on transportation matters that will be addressed by the development plan are set out in PPS 3 "Access, Movement and Parking".

General Principle 2

Accessibility by modes of transport other than the private car should be a key consideration in the location and design of development.

34. The location and design of development has a fundamental influence on travel patterns. In the allocation of land in a development plan and making decisions on development proposals, a key aim will be to integrate transportation and land use in ways which enable people to carry out their everyday activities with less need to travel and with the maximum modal choice. This will require the consideration of ways to reduce the physical separation between housing and services such as shopping, jobs, health and education facilities.

35. The following criteria should be employed in the determination of land use, while also taking into account other planning polices and environmental aims :

    Accessibility by modes of transport other than the private car should be a key consideration in the allocation of land for development.

36. In cities and towns, land use allocations should help support existing public transport provision and provide the potential to improve it. Ways should be sought to maximise the potential of the railway network where available, and facilitate the development of new bus or rail services, together with measures that will help support walking and cycling. Key site requirements should identify significant new transport infrastructure and services needed to allow the development of zoned land and to support the integration of transportation and land use. Consideration should also be given to the phasing and linking of development with a co-ordinated programme of transport infrastructure investment.

37. The process of accessibility analysis should be employed to assist in the identification of appropriate sites where integration with public transport, cycling, walking and the responsible use of the private car can best be achieved. The role of accessibility analysis and good practice guidance is set out in Appendix 2 of this statement.

    The potential to deliver an integrated land use/transport planning approach should be maximised by the identification of key sites within larger urban areas that are most readily accessible.

38. In larger urban areas, the potential of key sites, made highly accessible by a variety of transport modes should be realised. This may be achieved by linking higher density and mixed use developments to specific developer contributions for improvements to the local transport network. Locations can include major public transport interchanges and other nodal points well served by public transport, walking and cycling. The transport plan/study will inform the process of identifying such key sites.

    Higher density and mixed use developments should be focused in locations benefiting from high accessibility to public transport facilities.

39. This will assist in making the best use of urban land and generally support the viability of public transport services. Towns and city centres, major public transport interchanges and metropolitan transport corridors, which benefit from high quality and frequent public transport services are examples of accessible locations suitable for higher density and mixed use development.

    Mixed use development can also support sustainable transport by encouraging multi-purpose trips, thereby reducing the overall distance travelled by car.

    Higher density and mixed use developments should not, however, undermine the character or amenity of established residential areas.

    Land for distribution and storage facilities should be allocated locations at the edge of urban areas, that benefit from ease of access to the Regional Strategic Transport Network and should, where feasible, incorporate the potential for use of rail freight.

40. The best use should be made of locations which offer the potential for the efficient movement and onwards distribution of freight. Wherever feasible, enhanced use of rail freight should be sought.

    All major travel generating uses should be accessible by public transport and wherever feasible, walking and cycling.

41. Ensuring that developments, which would generate a significant number of trips, (such as major employment uses, retailing, offices, public services or mixed use schemes), offer a choice of access by public transport and, wherever feasible, walking and cycling for

short journeys, is fundamental to achieving more sustainable travel patterns. This will be a key consideration in assessing proposals.

All major housing developments should incorporate local neighbourhood facilities.

42. Ensuring the provision of local facilities as an integral element of new residential development can greatly assist in reducing the overall need to travel by car and increase the vitality and overall sustainability of the development.

The design and layout of development should facilitate ease of access by public transport, support walking and cycling and meet the needs of people with disabilities and others whose mobility is impaired.

43. Planning for alternative modes of transport and meeting the needs of disabled people should be built into designs at the earliest stage. This will assist in the promotion of sustainable movement patterns and the creation of a more inclusive environment.

The development of tourism facilities and tourist nodes linked to a specific physical, cultural or historic site should provide for access by public transport, walking and cycling wherever feasible.

44. This will assist in the promotion of more sustainable travel patterns and a more sustainable tourism product. At environmentally sensitive tourist destinations, the provision of off site park and ride facilities may be required.

General Principle 3

The process of Transport Assessment (TA) should be employed to review the potential transport impacts of a development proposal.

45. Transport Assessment (TA) represents a significant tool, that will assist in the integration of transport policy and land use planning. TA is a comprehensive review of all the potential transport impacts of a proposed development or redevelopment, with an agreed plan to mitigate any adverse consequences. It aims to provide information so that decision makers can better understand how a proposed development is likely to function in transport terms.

46.	TA subsumes the system of Traffic Impact Assessment. TA starts from the basis of considering all modes of transport. It should, where appropriate, propose a package of measures designed to promote access to the site by walking, cycling and public transport, while reducing the role of car access as much as possible.

47.	DOE Planning Service will, where appropriate, require the submission of a TA as part of the development control process. The operational policy relating to TA is set out in PPS 3 "Access, Movement and Parking". The draft guide to Transport Assessment issued jointly by DRD & DOE provides detailed information on this process and needs to be referred to directly.

General Principle 4

Travel Plans should be developed for all significant travel generating uses.

48.	Travel Plans are documents that set out a package of complementary measures for the overall delivery of more sustainable travel patterns. They should be implemented to encourage a shift in transport mode for those who are or will be travelling to and from a development.

49.	Travel Plans may be required for those developments which are likely to be significant travel generators such as airports, businesses, hospitals and schools. They can help mitigate adverse impacts highlighted in a Transport Assessment and may also be used as a measure to promote more sustainable access to help reduce car dependency.

50.	A Travel Plan should set out a clear set of targets, measurable outputs and should set out the arrangements for monitoring the progress of the plan, as well as arrangements for enforcement in the event that agreed objectives are not met.

51.	As with any other process the monitoring of the operation and implementation of a Travel Plan is a key element. Monitoring should not be an afterthought, but be incorporated into the design of the Travel Plan from the outset, to ensure efficient and consistent review of the process. Responsibility and the time period for monitoring should be made clear in the means by which the Travel Plan is to be enforced by attaching a condition to the planning consent or

any legal agreement. Monitoring should be an on-going process leading to annual review and an update of the Travel Plan. The developer/future occupier will be responsible for meeting the costs of monitoring.

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General Principle 5

Developers should bear the costs of transport infrastructure necessitated by their development.

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52. Where a development necessitates the provision of additional transport infrastructure, including new or improved public transport services, developers will be required to bear the costs of these works. Contributions from developers will be based around securing improved accessibility to sites by all modes, with the emphasis on maximising access by public transport, walking and cycling. It is anticipated that developers will be expected to contribute more to improving access to development by these modes in locations away from town centres and major transport interchanges, than for development in more central sites. The details of developer requirements will depend on the individual circumstances of each site and the precise nature of the proposal.

53. For zoned land or key sites, the development plan should identify the requirements for significant new transport infrastructure or services necessary to facilitate the development. Supporting infrastructure works and/or mitigation measures needed to facilitate the specific scale and form of proposed development may, however, only be identified at the planning application stage. For example, as a result of an Environmental Impact Assessment, Transport Assessment or as part of the normal consultation process.

54. Planning conditions may be imposed or a planning or other legal agreement may be required, to ensure the appropriate phasing and implementation of any necessary improvements to transport infrastructure.

General Principle 6

Controls on parking should be employed to encourage more responsible use of the private car and to bring about a change in travel behaviour.

55.　In addition to developing land use patterns which contribute to a much better range of travel choices, it will be necessary to introduce a range of complementary transport policies to influence a reduction in traffic levels and the choice of travel mode.

56.　The availability of car parking space is a significant factor in influencing travel patterns and the nature of traffic in any particular area. Until recently the practice in relation to car parking provision has been predicated on catering for a high proportion of users travelling by private car. It is, however, no longer sustainable to assume unrestrained access by private car to all facilities, particularly within larger urban areas.

57.　A key element of integrated transport and land use policy should be to consider the need for parking restraint measures to reduce reliance on the private car and to help reduce congestion.

58.　The two main policy influences on the availability of car parking are the control and pricing of public car parking and the application of parking standards in association with new development. The transport study will address both these issues, as part of an overall parking strategy for an area and will help inform the transport plan and the development plan.

Public Car Parking

59.　Public car parking provision is essential to the vitality and viability of town and city centres. There may, however, be significant economic benefits in releasing certain parking land for other forms of development in the heart of towns and cities. Clearly a delicate balance needs to be struck to ensure that the parking strategy does not constrain economic investment or act as a disincentive to the vitality of the town centre.

Parking restraint

60. Planning Policy Statement 3 "Access, Movement and Parking" establishes a single set of parking standards for new development. However, it recognises that a reduced level of car parking provision may be acceptable in certain circumstances e.g. in locations well served by public transport.

61. As part of an overall parking strategy, development plans may designate areas or zones within which a reduction of the published parking standards will be applied i.e. an area of parking restraint. It is unlikely in the short term that such areas will be brought forward in settlements of less than 10,000 population. In larger settlements, several zones with varying levels of reduction from the published parking standards, may be identified, to reflect the different character and level of accessibility.

62. While greater opportunities exist to reduce levels of parking for developments in locations with good access by non-car modes, care will be required when setting different levels of parking between town centres and peripheral locations, to ensure that town centres remain a favoured location for investment.

63. The identification of suitable areas will be an integral part of the development of a car parking strategy and will require liaison between land use planners, transport planners and public transport providers. The following criteria should be considered in their identification:

    • an estimate of the current modal share of people accessing the area;

    • public transport accessibility in terms of the extent of the network, the location of interchange points and the quality and frequency of service provided;

    • walking and cycling accessibility, including the quality and extent of the network;

    • current levels and potential growth in traffic congestion;

    • the availability of existing car parking provision including short stay, long stay, contract and private non-residential;

    • the relative economic strength of the area as reflected in studies such as "Town Centre Health Checks";

- the likely impact of parking restraint in the immediate area e.g. displacement of parking to residential areas;
- the availability of park and ride and park and share facilities;
- the relationship to pedestrianisation and pedestrian priority schemes; and
- potential for shared use of spaces.

Complementary Parking Measures

64. Reducing the availability of car parking should form part of an integrated transport approach with enhanced public transport service and the effective management of traffic. Complementary measures may include:

- an appropriate policy on public car parking and charging aimed at reducing long stay car parking opportunities;
- the enforcement of effective restrictions on both on-street and off-street parking; and
- within the town centre, the encouragement of shared parking within mixed-use developments.

General Principle 7

Park and ride and park and share sites should be developed in appropriate locations to reduce the need to travel by car and encourage use of public transport.

65. Rural Northern Ireland with its dispersed settlement pattern often cannot provide a sufficient level of critical population mass to support viable conventional public transport services. It is likely, therefore, that high dependence on the private car will continue for most rural residents, a significant proportion of whom are dependent on urban based employment for their livelihood. The development of a network of well planned, high quality, park and ride schemes to serve commuters travelling to and from the Belfast Metropolitan Area and other major towns may contribute to the alleviation of urban congestion.

66. The preferred location for park and ride sites should be within settlement limits, for example at strategic locations on main transport

corridors. Opportunity sites may also be available at existing public transport interchanges, for example at bus or rail stations. There may, however, be occasions where a green belt location may be needed for such development. The operational policy relating to park and ride/share is set out in PPS 3 "Access, Movement and Parking", including the requirements for the consideration of a site in the green belt.

67. Park and share sites can also serve to alleviate urban congestion by facilitating car sharing by commuters. Such sites should generally be located at key junctions on the Regional Strategic Transport Network, to allow easy access to main transport routes. In some areas there may be cases where park and ride and park and share schemes may be part of the same scheme.

68. Where a transport plan or study identifies the need for park and ride/share sites, these sites and ancillary facilities will be identified and afforded protection in the appropriate development plan.

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General Principle 8

Land required to facilitate improvements in the transport network should be afforded protection.

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69. The RDS recognises the need to identify and safeguard realistic sites and routes, which could be critical in developing transportation infrastructure. These will include the potential reuse of disused transport sites and routes such as old road lines, canal routes, disused railway track beds and disused rail station sites.

New Transport Schemes

70. The RTS and the supporting framework of transport plans will identify and prioritise future major road schemes, improvements to the pedestrian and cycle network, as well as public transport schemes and facilities. The transport plan/study will provide locational detail for such schemes, while any land required to facilitate their implementation should then be identified and protected in the appropriate development plan. This will include protection of routes for transport infrastructure beyond the development plan period where these are of strategic importance.

Disused Transport Routes

71.   The development plan should also afford protection where a transport study/plan highlights that a realistic opportunity exists for the reuse of a disused transport site or route for future transport purposes. Where this is not the case, such routes may still have potential for a recreational, nature conservation and/or tourism related use.

72.   Rail stations, which are not in use along operational rail lines will be protected, with a view to a possible re-opening in order to link rail services into suburban or smaller urban and rural locations. In major development sites adjoining rail lines, land may be reserved for the possible future development of rail infrastructure. In certain cases, this may include park and ride/share facilities and interchange facilities for cyclists.

73.   There remains an extensive, though disused, canal network in Northern Ireland feeding into the river and lake system and thus providing potential links to towns, ports, and improved cross-border connections. The success of the Shannon-Erne waterway re-instatement project has illustrated the potential of the old canal system and, following on this success, a number of other canal re-openings are now planned or are in progress. It will be important to assess the network and protect those elements which have a viable re-use for commercial, leisure or tourism purposes.

Airports and Seaports

74.   The RDS places considerable importance on the potential role of the regional gateways, including the ports and airports, as appropriate locations for major economic development and additional employment generation. It is likely therefore, that regional gateway air and seaports could generate considerable additional volumes of commercial and commuter traffic in the future. Only a small proportion of this traffic is currently conveyed by means other than private road vehicles. In future the emphasis will be on ease of access by alternative modes, including access by public transport users, pedestrians, cyclists and people with restricted mobility and, where feasible, by rail freight.

75. DOE Planning Service, following consultation with DRD Ports and Public Transport Division, should where necessary allocate land in the development plan for future operational expansion or to accommodate associated development, together with key site requirements. Measures for improved accessibility, with an emphasis on public transport access and the possible provision of rail based freight facilities at some locations should be included. The transport plan/study will inform the development plan in these processes.

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General Principle 9

Reliance on the private car should be reduced through a modal shift to walking, cycling and public transport.

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Walking and Cycling

76. Walking and cycling are core components of an integrated transport approach and have considerable potential to reduce reliance on other forms of transport, particularly within urban areas. They both have the added advantages of being friendly to the environment, flexible and healthy. In seeking to change regional travel culture and contribute to healthier lifestyles, the RDS advises that greater priority should be given to encouraging more walking and cycling.

77. In December 2003 the Northern Ireland Walking Forum in association with DRD published "Walking Northern Ireland: An Action Plan". This recognises that to increase levels of walking, a better walking environment with improved infrastructure is required. The Action Plan sets out a series of measures aimed at promoting walking over a 10 year period.

78. Cycling has the potential to replace the private car for a great variety of short journeys. Within Northern Ireland some 45% of all journeys presently made are less than 3.5 kilometres in length. Many of these journeys are viable by cycle. It is a relatively inexpensive transport mode and the cost of infrastructure provision for cycling is low in comparison to other modes. Furthermore, measures to support cycling can be readily integrated with both new development and existing private and public transport.

79. The availability of cycling facilities requires co-ordination between providers. In June 2000 the Northern Ireland Cycling Forum in

association with DRD published the "Northern Ireland Cycling Strategy". It identified a range of measures that seek to improve conditions for cyclists and establish a pro-cycling culture, such as the introduction of cycle parking standards for new developments and the provision of cycling facilities at major public leisure and tourist attractions.

80. The Walking Action Plan and the Cycling Strategy will help inform the preparation of transport studies in support of transport plans and development plans. The transport study will analyse the major generators and attractors of walking and cycling journeys and identify "desire lines", which should form the basis for the ongoing development of walking and cycling infrastructure.

Public Transport

81. The RDS provides clear guidance on the principles to be applied in the enhancement of public transport services in relation to the regional bus and rail networks. This guidance was taken into account in the preparation of the RTS, which established the investment priorities at a strategic level by mode and area across the region.

82. These two documents provide a unique opportunity for public transport providers, as well as transportation and land use planners, to co-ordinate public transport provision and development.

83. Consideration will be given to the following as part of the process of co-ordination:

- the development of spatial land use patterns at the local level, which support existing public transport services and in turn inform future investment decisions in the public transport network;
- the location of stations on the rail and bus networks to minimise the need for interchange between services and modes, while maximising the convenience of interchange where and when necessary;
- the location of park and ride/share sites to facilitate the interchange from private car to public transport;
- prioritising sites adjacent to rail stations and major bus stations within urban areas, for development generating a large number

of workforce and visitor trips;

- provision of public transport links from new housing developments to public transport interchanges;

- the use of modern communication developments, such as real time information systems, to improve public transport;

- facilitating schemes to enhance and prioritise bus services on the RSTN by providing ancillary facilities and accommodating carriageway improvements. These may include carriageway alterations to facilitate bus priority measures, park and ride facilities and the provision of bus stop 'Super Shelters' in settlements, where a larger facility would not be viable; and

- the provision of realistic access routes and appropriate facilities for both pedestrians and cyclists to all public transport interchanges.

General Principle 10

Rural public transport schemes should be developed to link rural dwellers to essential facilities and larger settlements.

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84. Upwards of 40% of the total population within Northern Ireland live in small towns, villages, and the countryside. Most rural areas share a common transport deficit of low public transport provision and high car dependency. The Rural Development Council report "A Picture of Rural Change"[15] provides an analysis of the importance of transport to rural communities.

85. Rural public transport schemes have an important role in reducing social exclusion, through improving accessibility to the wider transportation network. These can be effective in linking rural dwellers to essential facilities such as schools, hospitals, shops and community facilities, and to places of work in larger settlements.

86. The RTS seeks to improve safety and travel opportunities for people living in rural areas. It recognises the need for balanced investment across the whole region and in particular the development of the RSTN, which serves both rural and urban areas. The aim is to strengthen economic and social cohesion in Northern Ireland and also

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[15] "A Picture of Rural Change", Rural Development Council, 2003.

to enhance links to world wide markets, through improved access to the gateways. The expected outcomes from the RTS for people in rural areas are detailed in Chapter 7 of the document (refer to RTS Paras 7.4.16-7.4.18)[16].

87. Transport plans and studies will consider rural accessibility issues and bring forward appropriate schemes. The key to rural accessibility is the co-ordination and flexibility of provision. This can range from integrated bus and train timetabling to innovative service provision.

88. A sensitive approach to the siting and design of transport infrastructure and any associated street furniture or signage in rural areas will be required.

General Principle 11

Innovative measures should be developed for the safe and effective management of traffic.

89. The effective management of traffic can make a significant contribution to the attraction of public transport, walking and cycling, by giving priority to the movement of people over ease of traffic movement, improving road safety and creating a more pleasant environment. Transport plans, informed by transport studies, will identify an integrated range of traffic management policies. These policies should contribute to the objectives of this PPS in a number of ways, including:

- reducing the adverse impacts of heavy traffic such as noise, local air pollution, traffic collisions and the barrier such traffic creates to ease of pedestrian and cyclist movement;
- promoting safe walking, cycling and public transport across the whole journey;
- contributing to urban renaissance through improving the appearance of urban areas and allowing the efficient use of land;
- helping to avoid traffic bottlenecks within the urban area;
- facilitating links between major city centre developments and public transport; and
- providing resident parking schemes to avoid overspill on street parking adjacent to development with limited on-site parking.

[16] Regional Transportation Strategy for Northern Ireland 2002-2012, DRD, pages 111 & 112.

90. Traffic management can have particular benefits in congested town centres and in residential areas with significant traffic. Measures to promote the prioritisation of public transport as well as safer walking and cycling include well-designed pedestrianisation and pedestrian priority schemes.

91. In the design of new residential areas low traffic speeds will be encouraged. In established residential areas the introduction of a range of traffic calming and road safety measures will help improve the quality of the environment.

General Principle 12

The integration of transport and land use planning should seek to create a more accessible environment for all.

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92. The government is fully committed to an inclusive society in which no one is disadvantaged. Work to improve the accessibility of the transportation system complements the process of creating a more inclusive environment.

93. The RTS acknowledges that the transport system presents physical barriers that deny travel opportunities to many people. DRD in the preparation of an Accessible Transport Strategy (ATS) for Northern Ireland, will among other things, examine the scope for a more co-ordinated approach to the planning and provision of transport for people with disabilities and older people.

94. This will mean improving the design of existing transport services to reduce or eliminate the barriers they contain, suggesting new services which are more user friendly or appropriate, making sure that the services provided work in an integrated way and that people can easily get the transport service information they want in a format that is appropriate to their needs.

95. Making public transport vehicles accessible to people with disabilities, including people who use wheelchairs is fundamental to creating a transport system which contributes to a more inclusive society. In Northern Ireland regulations have been introduced to set accessibility standards for buses, coaches[17] and trains[18]. The Department of the Environment is responsible for the regulatory system for taxi services

[17] Public Service Vehicles Accessibility Regulations (NI) 2003, The Stationery Office.

[18] Rail Vehicle Accessibility Regulations (Northern Ireland) 2001, The Stationery Office.

in Northern Ireland and as part of the process assesses issues affecting access by people with disabilities.

96.   The regulations help to ensure that people with disabilities are able to gain access to public transport vehicles and travel in safety and reasonable comfort. In addition, public transport providers will have to consider their policies, practices and procedures and take action to overcome physical barriers that prevent people with disabilities from gaining access to bus and railway stations.

97.   Even the most accessible public transport system will not cater for all of the travel needs of people with disabilities. This could be due to the severity of a person's disability or because there is no appropriate service available in their locality. Many people with disabilities use private cars, taxis and other door-to-door services as their main means of getting around. It is important, therefore, that the quality of the built environment and the facilities it provides accommodate the particular needs of people with disabilities. PPS 3 "Access, Movement and Parking" contains operational planning policy and further guidance in this regard. Additional advice about the rights of people with disabilities can be found on the government website http://www.disability/.

98.   The transport needs of people with disabilities will be factored into the preparation of transport plans and development plans. Transport studies, including accessibility analysis, will inform this process.

Monitoring and Review

99. The Regional Development Committee of the Northern Ireland
     Assembly agreed the implementation of the Regional Development
     Strategy and Monitoring and Evaluation Arrangements paper in April
     2002. The performance of the RDS is tracked over time by comparing
     the efficiency of the strategic planning guidelines within the targets
     and measures of the Programme for Government.

100. This PPS provides policy amplification and advice in relation to
     the strategic planning guidelines set out in paragraph 22 of this
     document. Each guideline establishes a number of supporting
     actions to enable the achievement of the set objectives within the 25
     year timeframe of the RDS. As part of the annual reporting on the
     implementation and monitoring of the RDS, a representative number
     of these supporting actions have been selected with overall indicators
     set to measure outcomes.

101. Trends emerging from these measured outcomes will inform the
     2005/6 focused assessment of the RDS and the 10-year review, to
     account for any aspects of the document where in-course adjustments
     might be appropriate. This policy guidance will be examined in the
     light of any amendments being made to the RDS.

Appendix 1

RDS Strategic Guidelines

Chapter 4   **Strengthening Regional Cohesion in a Global Context**

SPG-SRC 1   To strengthen and extend European and world-wide
                 linkages

SPG-SRC 2   To increase links with neighbouring regions and capitalise
                 on trans-regional development opportunities

SPG-SRC 3   To foster development, which contributes to better
                 community relations, recognises cultural diversity, and
                 reduces socio-economic differentials within Northern Ireland

Chapter 6   **The Belfast Metropolitan Area**

SPG-BMA 1   To create a thriving Metropolitan Area centred on a
                 revitalised city of Belfast

SPG-BMA 2   To promote an urban renaissance throughout the Belfast
                 Metropolitan Area

SPG-BMA 3   To develop and enhance the Metropolitan Transport
                 Corridor Network

SPG-BMA 4   To improve the public transport service in the Belfast
                 Metropolitan Area

SPG-BMA 5   To manage travel demand within the Belfast Metropolitan
                 Area

Chapter 7   **Londonderry: Regional City for the North West**

SPG-LNW 1   To develop a strong North West based on Londonderry

SPG-LNW 2   To strengthen the role of Londonderry as the Regional City
                 and hub for the North West

Chapter 8   **Rural Northern Ireland**

SPG-RNI 1   To maintain a working countryside with a strong mixed-use
                 rural economy

SPG-RNI 2   To create and sustain a living countryside with a high quality
                 of life for all its residents

SPG-RNI 3	To support the network of service centres based on main towns, small towns and villages in Rural Northern Ireland
SPG-RNI 4	To create an accessible countryside with a responsive transport network that meets the needs of the rural community
SPG-RNI 5	To continue to create and sustain an attractive and unique rural environment in the interests of the rural community and the Region as a whole

Chapter 9 **Meeting Housing Needs**

SPG-HOU 1	To manage housing growth in response to changing housing need
SPG-HOU 2	To direct and manage future housing growth to achieve more sustainable patterns of residential development
SPG-HOU 3	To set housing growth indicators to guide the distribution of housing in the Region over the period to 2015, through the development plan process, in accordance with the Spatial Development Strategy
SPG-HOU 4	To promote a drive to provide more housing within existing urban areas
SPG-HOU 5	To encourage an increase in housing density appropriate in scale and design to the cities of Northern Ireland
SPG-HOU 6	To encourage the development of balanced local communities

Chapter 10 **Supporting Economic Development**

SPG-ECON 1	To promote a balanced spread of economic development opportunities across the Region, focused on the Belfast Metropolitan Area, Londonderry, Craigavon and the urban hubs/clusters, as the main centres for employment and services
SPG-ECON 2	To exploit the economic development potential of the key transport corridors
SPG-ECON 3	To promote the regional gateways as economic development opportunities

SPG-ECON 4   To create and maintain a regional portfolio of Strategic Employment Locations (SELs)

SPG-ECON 5   To undertake or where appropriate, facilitate a programme of infrastructure improvements essential to business needs

SPG-ECON 6   To improve employability through lifelong learning and personal development

SPG-ECON 7   To promote a sustainable approach to the provision of tourism infrastructure

SPG-ECON 8   To establish a world-wide image for Northern Ireland, based on positive images of progress, and attractive places to visit

SPG-ECON 9   To protect and enhance a varied range of tourism development opportunities

SPG-ECON 10   To identify Major Tourism Development Opportunities for the private sector to develop 'Destination Resort' complexes in Northern Ireland, based on distinctive tourism themes

SPG-ECON 11   To promote the Region as a centre for cultural, business and sports tourism

Chapter 11   Developing a Regional Transportation System

SPG-TRAN 1   To develop a Regional Strategic Transport Network, based on key transport corridors, to enhance accessibility to regional facilities and services

SPG-TRAN 2   To extend travel choice for all sections of the community by enhancing public transport

SPG-TRAN 3   To integrate land use and transportation

SPG-TRAN 4   To change the regional travel culture and contribute to healthier lifestyles

Chapter 12   Caring for the Environment

SPG-ENV 1   To conserve the natural environment

SPG-ENV 2   To protect and manage the Northern Ireland coastline

SPG-ENV 3   To conserve the built environment

SPG-ENV 4	To foster a stronger community spirit and sense of place in relation to local development proposals in urban and rural areas by the use of Local Development Guidelines
SPG-ENV 5	To respond to the implications of climate change and promote more prudent and efficient use of energy and resources, and effective waste management
SPG-ENV 6	To create healthier living environments and to support healthy lifestyles
SPG-ENV 7	To facilitate access to a range of opportunities for recreational and cultural activities

Appendix 2

Accessibility Analysis

Accessibility analysis is the process of measuring ease of travel from or to specific origins or destinations in order to provide an evaluation of the travel opportunities available, that connect people from where they are to where they want to go. Such analysis will normally be carried out as part of a transport study undertaken in support of a development plan or a transport plan.

Accessibility analysis will inform and assist the preparation of development plans and transport plans focusing primarily on the following two areas:

- assessing settlements in terms of their relative connectivity to neighbouring cities and towns; and

- assessing potential development sites in terms of their level of integration with public transport, cycling, walking and the responsible use of the private car.

The assessment of connectivity is relatively straightforward. For example, for public transport services, use can be made of timetable information. However, best practice in relation to the use of accessibility analysis to assist in the identification of potential development sites is evolving. In general, such analysis will include separate assessments for public transport, walking, cycling and car travel. The needs of people with disabilities are also a factor. The Scottish Executive produced a review of the application of accessibility measurement techniques and prepared guidelines for good practice[19]. Further guidance is also set out in PAN 57 Planning for Transport.[20]

Considerable effort, cost, time and technical skills may be required in an accessibility analysis. The most complex forms of analysis are more appropriate only to larger settlements such as Belfast and Londonderry. For most other settlements in Northern Ireland the "accessibility contouring" technique is likely to be more appropriate. Accessibility contouring or time contour maps can be prepared by plotting information manually on maps or by using computer based geographical information systems. The contours join all locations with the same travel time to/from a single chosen location. The use of

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[19] "Accessibility: Review of Measuring techniques and their Application", Scottish Executive Central Research Unit, 2000.

[20] PAN 57 Planning for Transport, Scottish Executive, 2004.

with the same travel time to/from a single chosen location. The use of maps is examined further below.

There are generally three stages to accessibility analysis:

Stage one will assess the relative connectivity between settlements and assist in the process of allocating the RDS Housing Growth Indicators in development plans.

Stage two will involve a general analysis of the existing transport situation in an area, to assist in the determination of broad areas of relatively good or poor accessibility. Ideally the process will involve producing a set of isochrone maps for the different transport modes of public transport, walking, cycling and car. These maps will help on the assessment of where, in general terms, development should be directed within a settlement. The maps will also assist in the formulation of transport measures and schemes to be included in transport plans.

The isochrone maps will be based on the travel time to /from a small number of selected locations within urban areas, that are representative of the land uses outlined below:

- employment, education and training;
- health and social services; and
- shopping and leisure.

The 4 transport modes to be assessed are walking, cycling, bus and car.

Stage three will involve a more focused analysis, examining in greater detail the accessibility of potential sites to be zoned in the development plan. For example, for a new industrial zone, a key issue will be to understand the ease with which it might be reached by prospective employees. For a housing zone the main interest would be in destination accessibility – the places prospective residents can reach by different modes of transport from that potential site. This process will assist in the final selection of sites for zoning. In cases where sites with poor accessibility by non-car modes are selected for potential zoning, accessibility analysis will help to identify measures that should be introduced to improve accessibility. These can then be identified in the development plan as key site requirements.

The detail and method of analysis at this stage will require professional judgement. For example, within the urban footprint some sites may already have road transport infrastructure and bus services in place. A simple analysis may therefore provide sufficient detail to assess how a site relates to an area in terms of overall accessibility and if any additional measures such as walking and cycling facilities are required. However, for all greenfield sites, whether previously zoned or not, a more rigorous analysis will be required.

Appendix 3

Transport Plans

Three transport plans will cover Northern Ireland. These are:

- Regional Strategic Transport Network Transport Plan (RSTN TP);
- Belfast Metropolitan Transport Plan (BMTP);and
- Sub-Regional Transport Plan (SRTP).

These transport plans will present a programme of initiatives that will be implemented in support of the objectives and targets in the RTS. Transport plans will also support the spatial development strategy in the RDS and include local objectives consistent with the transportation vision. They will identify a separate set of targets, performance indicators and other outputs that can be used to measure progress against local and strategic objectives.

Where there are land use implications resulting from a transport plan, these will normally be identified in the appropriate development plan. Transport studies will be undertaken by or on behalf of DRD Roads Service to inform and support both transport plans and development plans. A brief outline of the role of each transport plan is set out below.

Regional Strategic Transport Network Transport Plan (RSTN TP)

The RSTN TP, prepared by DRD, will set out how the RTS will be implemented in the Regional Strategic Transport Network (RSTN).

The RSTN is identified in the RDS (Diagram 11) and comprises of 5 Key Transport Corridors, 4 Link Corridors and the Belfast Metropolitan Area Corridors, along with the remainder of the trunk road network. The Key Transport Corridors are the upper tier of the Region's long distance routes connecting a number of towns to the major regional gateways and the BMA. The RDS provides a commitment to develop and maintain the RSTN to enhance accessibility on an integrated basis for all users, and to examine access to regional gateways and cross border links, with an emphasis on improving connections from the 5 Key Corridors and 4 Link Corridors.

The RSTN TP confirms the individual schemes and projects to be implemented (subject to economic and other assessments, statutory processes and the availability of resources) to support the RDS and

RTS objectives/ targets. It sets out plans for short, medium and longer-term proposals as well as proposals for the maintenance, management and development of Northern Ireland's Strategic Transport Network.

Belfast Metropolitan Transport Plan (BMTP)

The BMTP, prepared by DRD and their appointed consultants, delivers a phased and costed implementation programme of transport schemes, the first of its type for the Belfast Metropolitan Area (BMA). The BMTP builds upon the guidance on future development set out in the RDS and RTS.

The BMTP is integrated with the 2015 development plan for the BMA – the Belfast Metropolitan Area Plan (BMAP), with the plans being prepared in parallel. The BMAP sets out the future land use for the BMA and incorporates supporting proposals included in the transport plan which will be subject to scrutiny through the development plan's statutory process. The working relationship between BMTP and BMAP has ensured that the plans are mutually supportive of each other and that land use, transportation proposals and strategies are co-ordinated and integrated.

The BMTP proposals represent a balanced and multi-modal approach to transport and provides comprehensive proposals for all modes of transport throughout the BMA. The plan provides for and encourages greater public use of public transport and greater levels of walking and cycling, whilst also supporting an appropriate level of movement of cars and goods vehicles. The proposals also recognise the important role that transport can play alongside other government initiatives in helping social inclusion by providing better access to employment, health and leisure facilities.

Sub-Regional Transport Plan (SRTP)

The SRTP, being prepared by DRD, will implement the RTS as it relates to rural and other urban areas i.e. for cities and towns outside the Belfast Metropolitan Area (the main and local hubs as defined in the RDS) and for rural areas. The plan will also fully recognise the urban needs of Londonderry as the regional city for the North West.

The SRTP will be prepared by collating the results of transport

studies, including those carried out in support of development plans prepared by DOE Planning Service. A series of transport studies will be undertaken up until the publication of the SRTP. As part of the co-ordination process of carrying out transport studies and preparing development plans, an annual Regional Transport Programme will be prepared to outline transport schemes and initiatives completed in the past year, as well as those to be implemented in the coming year.

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