City of Bradford Metropolitan District Council





Core Strategy: Issues and Options

Topic Paper 5: Transport and Accessibility











February 2007





Local Development Framework for Bradford

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ید دستاویز بریڈو روڈ ڈسٹر کٹ کے مقامی تر قیاتی لائخ مل سے متعلقہ دستاویزات میں سے ایک ہے۔ اگر آپ کو اِس دستاویز کازبانی یا تحریری ترجمہ کسی بھی کمیونٹی زبان میں درکار ہویا آپ اِسے بریل، لارج پرنٹ یائیپ میں چاہتے ہیں تو براہ مہربانی لوکل ڈیویلپہنٹ فریم ورک گروپ سے ٹیلی فون نمبر: 01274 434544 434050, 01274 434544 یا 01274 434606 وزیر دابطہ کریں۔

આ દસ્તાવેજ ઘણાંમાં નો એક છે કે જે બ્રેડફર્ડ ડિસ્ટ્રકટ નાં સ્થાનિક વિકાસ ની રૂપરેખા બનાવે છે. જો તમને આ દસ્તાવેજનાં લખાણનું પ્રાદેશિક ભાષઓમાં ભાષંતર કરાવવાની અથવા તેનો અર્થ સમજવાની જરૂર જણાય, અથવા તમને તેની જરૂર બ્રેઈલ, લાર્જ પ્રિન્ટ કે પછી ટેપ ઉપર હોય, તો મહેરબાની કરી લોકલ ડિવેલપમેન્ટ ફ્રેમવર્ક ગ્રુપનો (01274) 434050, (01274) 434544 અથવા (01274) 434606 પર સંપર્ક કરો.

1.0 Introduction

- 1.1 A safe, efficient and integrated transport system is the key to quality of life for those living, working and visiting Bradford. It is also important to the economic prospects of the District.
- 1.2 All new development generates additional travel demand. The spatial relationship of different uses affect how many journeys are made, how long they are and what means of transport are used. An integrated and efficient public transport system is the key to reducing car journeys.
- 1.3 Transport and Accessibility is a cross-cutting subject relating to all uses and activities. It also relates to the social inclusion agenda ensuring that disadvantaged groups can access services and facilities. Not all members of the community have access to a car and therefore it is important to address community and public transport issues.
- 1.4 The purpose of this paper is to address transport issues from a land use. This Issues and Options topic paper is divided into the following sections:
 - Influences
 - Key Issues and Options
 - Evidence
 - Key Questions
- 1.5 The Consultation on the Issues and Options papers is the essential first stage in developing the Core Strategy. It provides an opportunity for the community to consider the big issues facing the District and shape the long-term vision for the District and ultimately the strategic polices to deliver the vision. The Issues and Options papers have been informed/influenced by national policy, RSS the Community Strategy and Vision 2020 for the District as well as other relevant strategies.
- 1.6 The purpose of these documents is to encourage responses to key issues and options affecting Bradford. The list of issues is not meant to be final, but it represents the initial thoughts as to the key issues that the Core Strategy could address. It is also an opportunity to raise new issues.

2.0 Influences

National

- 2.1 In 1998 the Government published the White Paper, A New Deal for Transport: Better for Everyone as a response to concern over the environmental effects of increasing levels of traffic. The paper aims for more balanced and integrated transport use, encouraging alternative methods of travel to the car to protect and enhance the environment, improve safety, support sustainable economic growth, promote integration of transport and land use planning and promote accessibility for all to services and facilities. Arising from the white paper was the requirement for the preparation of Local Transport Plans, (LTP).
- 2.2 Government policy for new developments as contained in **Planning Policy Guidance Note (PPG) 13: Transport (2002)** aims for choice in transport in a way that supports sustainable development, through integrating different types of transport with land-use planning and with policies for health, education and economic development.
- 2.3 PPG13 recognises the need for an efficient, safe and integrated transport system to support a strong economy and the fact that increasing road travel is damaging to our urban and rural environments and contributing to climate change. In response to these the Government's objectives are:
 - Promote more sustainable transport choices for moving people and freight;
 - Promote accessibility to jobs, shopping, leisure facilities and services by public transport, cycling and walking; and
 - Reduce the need to travel especially by car.
- 2.4 The Local Development Framework (LDF) also has a role in influencing travel decisions by determining the relative location of development and ensuring they are well located in relation to the existing and future transport network. PPG13 suggests that by influencing the location of new development, planning can help reduce the need to travel.
- 2.5 PPG13 and Bradford's Replacement Unitary Development Plan (rUDP) requires that applications for planning approval for proposed developments, which will have significant transport implications are accompanied by a Transport Assessment. This assessment must illustrate accessibility to the site by all forms of transport, the modal split of journeys to and from the site and giving details of proposed measures to improve access by public transport and cycling.
- 2.6 Government policy for parking provided on new development, as set out in PPG13, is to apply maximum standards in order to use parking as a means of restraint on car use. This approach is also reflected in the RSS, where maximum parking standards are set out as a range depending upon location and the level of public transport access. Bradford's current parking standards are set out in its

rUDP 2005. These apply different standards to different types of use and take only limited account of public transport accessibility levels. They are, however, maximum standards and are a means for restraining car usage and should not therefore be exceeded.

- 2.7 **PPG3 Housing** (para.62) provides advice on the application of car parking standards to residential development and states "car parking standards that result, on average, in development with more than 1.5 off-street car parking spaces per dwelling are unlikely to reflect the Government's emphasis on securing sustainable residential environment".
- 2.8 **PPG6** emphasises the need within town centres for parking which serves the centre as a whole, rather than dedicated parking for individual developments, and promotes the provision of shared parking between shoppers and others needing short-term parking.

Regional

- 2.8 The draft Regional Spatial Strategy (RSS) for Yorkshire and the Humber (January 2006) will replace the current RSS which is the selective review of Regional Planning Guidance note 12 (RPG12) for Yorkshire and the Humber (2001), (issued in December 2004). The Draft RSS sets out the Regional Transport Strategy which aims to:
 - Reduce travel by positive interventions, such as improved public transport, or by demand restraint, and promote modal shift from the car
 - Seek a consistent approach to parking strategies and improved public transport
 - Promote the movement of goods by water and rail and support increased use of its ports and waterways and improve surface access to them
 - Improve access to services in rural areas by improving transport provision
 - Improve surface access to its airports by public transport

Local

- 2.9 Many local issues relating to transport are dealt with through the West Yorkshire Local Transport Plan, (LTP). The second LTP for West Yorkshire 2006/07–2010/11 was submitted to the Department for Transport (DfT) in March 2006. The LTP contains the detailed strategy, policies, proposals and programme for investment in transport. It is structured around four shared priorities: Accessibility, Congestion, Road Safety and Air Quality; and an additional priority for Asset Management.
- 2.10 The LTP aims to develop and maintain an integrated transport system that supports economic growth in a safe and sustainable way and enhances the overall quality of life for the people of West Yorkshire. It will do this by:

- improving access to jobs, education, and other key services for everyone
- reducing delays to the movement of people and goods
- improving safety for all highway users
- limiting transport emissions of air pollutants, greenhouse gases and noise
- improving the condition of the transport infrastructure
- 2.11 The relationship between the LTP and LDF is one of mutual support. Whilst the LTP seeks to support planning objectives through its transport strategy, the LDF likewise has a role in assisting with the implementation of the LTP. The LDF through its transport policies can contribute to sustainable development ensuring accessibility for all sections of the community and influencing transport choices.

3.0 Key Issues and Options

- 3.1 The key issues are organised under the four shared priorities of the LTP and an additional theme of 'economy'; whilst this is not a shared priority in the LTP, it is an objective which the LTP supports.
- 3.2 Before setting out the 5 priority areas there is some key information, which underpins all the key issues.

Car Ownership

3.3 Dependency on the car for access to employment is a particular issue across the District. Of those employed in the district, 71% travel by car, 15% travel by public transport and 12% walk. This continued dependency in the car is not sustainable as it excludes those who don't have access to personal transport and the high level of car usage leads to congestion and adds to global warming. Below is the car ownership figures for Bradford.

% of Households	Bradford	West Yorkshire	England & Wales
No car	32.5	32.2	26.8
One car	43.8	43.2	43.8
2 or more cars	23.7	24.6	29.4

(Source: 2001 Census)

Travel To Work By Mode Of Travel

3.4 Although walking already accounts for 40% of journeys to work in Bradford that are less than 2km, this could be increased substantially as 50% of journeys less than 2km are made by car.

	Travel to Work (%)				
Mode	Bradford	West Yorkshire	England & Wales		
Car	70.9	69.8	67.8		
PT	14.7	16.2	15.9		
Walk	11.6	11.0	11.0		

(Source: 2001 Census)

Travel To Work

3.5 Over 41,000 of the District's workforce commute out of the District, and almost 45,000 who live outside the District commute in daily. Of those who commute out, just over half travel to Leeds; of those who commute to Bradford, a third of these are from Leeds.

Locality	Bradford as origin		Bradford as destination	
	No of workers	% of outflow	No of workers	% of inflow
Bradford	149808	78.5%	149808	77.0%
Calderdale	4621	2.4%	7020	3.6%
Kirklees	4000	2.1%	8760	4.5%
Leeds	21261	11.1%	15260	7.8%
Wakefield	1489	0.8%	1796	0.9%
Craven	3231	1.7%	3994	2.1%
Harrogate	837	0.4%	1380	0.7%
Greater Manchester	816	0.4%	915	0.5%
Lancashire	803	0.4%	1104	0.6%
Other	4036	2.1%	4394	2.2%

(Source: 2001 Census)

Accessibility

- 3.6 A key planning objective in Government policy is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, cycling and walking. This is important in terms of social inclusion for people without access to a car.
- 3.7 People who do not have a car are more likely to be prevented from accessing health care, food shopping, and education and employment opportunities and therefore become socially excluded. Young people, older people, disabled people often rely on the quality of public transport to gain access to key services and social activity. It is therefore important for the LDF to address and ensure good accessibility to services and jobs for all the community through an integrated public transport network. An integrated and efficient public transport system is also an important factor in economic prosperity and in particular ensuring that residents can access jobs within and outside the district. The need to improve accessibility to jobs, goods, services and facilities will therefore be a key issue for Bradford's LDF.
- 3.8 Solving accessibility problems and reducing social exclusion is not solely about transport issues, it is also about locating and delivering services so that people can reach them. The demand for transport is particularly interrelated with housing, employment and shopping, the location of which has significant implications for travel patterns and transport provision. Appropriate job opportunities need to be created in the most accessible locations. These locations are those which are best served by public transport such as Bradford City Centre, the town centres of Keighley, Bingley, Shipley and Ilkley; and other areas that function significantly as employment and district centres.
- 3.9 Existing policies require that developments that attract larger numbers of people, including higher density residential development are to be located in areas of higher public transport accessibility, which are usually the town centres and major public transport corridors. The main issue is the extent to which developments that attract large numbers of people should be allowed in areas of poor public transport accessibility. These are normally employment sites where

redevelopment is proposed for either more intensive employment use or for mixed use; for example in the M606 corridor, which is accessible mainly by car. The impact may be mitigated to some extent through the effective use of 'Travel Plan' initiatives that offer people and businesses a choice of travel.

- 3.10 There are key services, employment and areas in Bradford, which are poorly served by public transport, cycling and walking. These include employment sites such as East Bowling in the M606 corridor as mentioned above, some housing sites in Bingley and Thornton and areas on the Outer Ring Road. Bradford Royal Infirmary for instance though served by buses from Bradford City Centre, is poorly accessed by direct bus services from adjacent residential areas, and areas to the north of the district such as Shipley and Baildon.
- 3.11 Also critical to the social inclusion agenda is consideration of disabled access issues as part of design considerations of the transport system, the public realm and buildings.

Key Questions:

- 5.1 How can the LDF contribute to the enhancement of existing accessibility to jobs, services and facilities?
- 5.2 How the LDF can assist in securing accessibility to jobs, services and facilities for new development?

The options are:

- Continue with the existing approach negotiating improvements to accessibility to all developments for cyclists, pedestrians and public transport
- Locate new housing development closer to jobs and key services
- Create areas of mixed-use development which can be accessed by different modes of transport
- Maximise development at public transport nodes
- Maximise development in the main centres and along existing transport routes
- Create more long distance cycle and footpath networks
- Locate new service facilities in the main centres and along public transport routes
- Ensure new development is designed to provide more direct, safer routes for cyclists and pedestrians

- Restrict new developments attracting higher numbers of people such as larger employment uses, leisure, education and larger housing schemes to Bradford City Centre and the town centres and other areas of high public transport accessibility
- Ensure proposed development is accessible to all, including disabled people through establishing accessibility criteria in assessing minimum standards for public transport, cycling and walking provision, and inclusive design in new developments
- Ensure redevelopments attracting large numbers of people, which are located in areas of low public transport accessibility are accompanied by a Travel Plan.

Congestion

- 3.12 Congestion is a cross-cutting issue also relating to the other issues in this paper.
- 3.13 There is no widely accepted definition of congestion; however limiting traffic growth is a Government priority.
- 3.14 Congestion in Bradford is not a district wide problem though there are hot spots, especially at peak times. However congestion is likely to increase and become more widespread due to increasing car ownership and use, reflecting improvements to economic prosperity in the district as a result of regeneration.
- 3.15 High levels of car ownership and usage not only cause traffic related problems but also result in less use of public transport and dispersed journey patterns. This can lead to bus services becoming more expensive, less frequent and less reliable because of congestion. Walking and cycling also become less attractive.
- 3.16 Schools have a significant impact on road traffic as parents drop off children at school either as a separate trip or on their way to work. Primary school travel plans establishing such alternatives as "walking buses" can have a positive impact on traffic. Increasingly however parental choice means pupils do not necessarily attend their nearest school.
- 3.17 The implications of limited road capacity on regeneration are further discussed under the Economy subheading. Limited road capacity can lead to restrictions on the type and scale of development. On its own, new road construction cannot ease congestion and funding for new roads for the sole purpose of easing congestion is difficult to secure from Government. Measures for tackling congestion need to ensure long-term benefits and address other economic, access and safety issues. Well planned transport networks, with good quality public transport for those commuting into and out of the district as well as quality cycling and walking facilities, will help to reduce congestion, air and noise pollution and increase road safety.

3.18 The LDF has a role in reducing congestion by taking account of the impact of new developments and redevelopments on the transport network in the decision making process and ensuring that any adverse impacts are mitigated. It can also ensure that new development is accessible by a choice of modes of transport other than the car.

Key Question:

5.3 How the LDF transport policies can influence the level of car use and road congestion?

The options are:

- Promote alternatives to travelling by car, i.e. bus, train, walking and cycling by requiring development to support measures which ensure access by these modes of transport (including the adoption of travel plans); and by protecting and enhancing bus, train, walking and cycling networks
- Limit car parking to discourage car use and encourage the use of buses, trains, cycling and walking (e.g. restrict new car parks in town centres, minimise the amount of parking at new development)
- Create areas of mixed use development which can be accessed by different modes of transport
- o Create more long distance cycle and footpath networks
- Promote the movement of freight by rail
- Locate development in areas with high public transport accessibility
- Locate development in areas of low public transport accessibility but good road connections
- Increase road capacity to accommodate traffic generated by new development

Road Safety

- 3.19 Road safety is of concern on major roads carrying large volumes of traffic and on residential roads.
- 3.20 Residential streets are often used as rat runs to avoid congestion on arterial routes.
- 3.21 Traffic on residential streets creates concerns over conflict between traffic and pedestrian movements.

3.22 The design of new developments can incorporate measures to minimise conflict between cyclists and pedestrians and vehicular traffic.

Key Question:

5.4 How the LDF transport policies can improve road safety?

The options are:

- Continue with existing highway design policies for new development, which concentrate on making provision for car traffic.
- Develop new highway design policies to ensure safety, within and in the vicinity of new developments, for cyclists, pedestrians and other vehicle users.
- Require financial contributions from developers to improve safety on existing roads affected by new development.

Air Pollution/Environment

- 3.23 Growth in road traffic is damaging to our towns, countryside and to the planet through global warming and climate change. Increasing traffic levels cause concern over not only congestion and safety but also air pollution and its effects on human health and wildlife.
- 3.24 Road traffic is the main source of air-borne pollution in Bradford. The Council is currently in the process of establishing Air Quality Management Areas in localities where levels of Nitrogen Oxide were found to be higher than acceptable. Measures to try and improve air quality in these locations are being considered. See Environment topic paper for further consideration of air quality matters.
- 3.25 It is possible to reduce the impact of transport on the environment, especially with regard to its effect on air quality and its contribution to climate change by reducing the length and number of car journeys and encouraging the use of alternative modes of transport.
- 3.26 The Government wants to help raise awareness of the impacts of travel decisions and promote the widespread use of Travel Plans amongst businesses, schools, hospitals and other organisations (PPG13, para.87). There are some locations where Travel Plans can have an impact on car usage, for example, major employers, schools and developments generating significant amounts of travel.
- 3.27 Whilst encouraging people to car share, use public transport, cycle or walk is important in reversing the trend of growing traffic levels, other more direct means can be used to reduce car usage. The availability of a parking space at the end

of a journey is one of the most influential factors in a person's decision whether or not to use a car. Reducing car parking at a destination can encourage people to make sustainable transport choices and reduce the environmental effects of traffic. Bradford's current parking standards are maximum standards and are a means for restraining car usage.

- 3.28 Lower parking standards can however also lead to increased on-street parking and can affect the viability of town centres when insufficient parking is provided compared to other competing facilities. It is important that changes in parking provision do not undermine the economic viability of areas.
- 3.29 It is not expected that alternative modes of transport will replace the car entirely. Cars will remain the main mode of transport for many journeys, especially in the more rural parts of the district; particularly isolated communities such as Haworth and Oxenhope. Nonetheless the LDF has a role in encouraging and facilitating travel by alternative modes of transport other than the car and reducing the number and length of car journeys. This is also important since not everyone has access to a car at all times.

Key Question

5.5 How the LDF transport policies can minimise the effects of noise, vibration and air pollution caused by traffic?

The options are:

- Promote alternatives to travelling by car, i.e. bus, train, walking and cycling by requiring development to support measures which ensure access by these modes of transport (including the adoption of travel plans); and by protecting and enhancing bus, train, walking and cycling networks
- Limit car parking to discourage car use and encourage the use of buses, trains, cycling and walking (e.g. restrict size of new car parks where this is practical, minimise the amount of parking at new development)
- Make provision for lorry parks in appropriate locations
- Promote the movement of freight by rail
- Locate development in areas with high public transport accessibility

Economy

- 3.30 The District's transport network contributes to economic activity within the region by enabling the distribution of goods and providing people with access to places of work. Equally, the need to transport goods and travel for business reasons is a cost for business. The transport system is a factor that businesses consider when deciding where to locate. Therefore, the provision of a flexible, effective and efficient transport system supports economic development.
- 3.31 Whilst an effective transport network is a necessary condition for economic growth, it is not of itself sufficient to generate such growth. Transport access is just one of the factors which determines the location, and viability of economic activity. If we encourage high car ownership and mobility it may also discourage local facilities and the nearby local economy.
- 3.32 The movement of freight is an integral part of economic activity in the region and a major function of our strategic road and rail networks. Providing for the efficient movement of freight is essential to support a thriving economy and our overall quality of life. Reducing congestion (as discussed earlier) can play a major role in maintaining efficient freight movement.

Key Questions

- 5.6 How the LDF transport policies can support economic activity and regeneration efforts?
- 5.7 How the LDF transport policies can support the effective, efficient and sustainable movement of freight in the District?

The options are:

- Ensure high level of accessibility to key business destinations, including city and town centres, industrial and regeneration areas, and Leeds Bradford Airport
- Support measures to improve highway capacity through Shipley/Saltaire and Bradford City Centre to facilitate regeneration and support the Master Plans for these areas and other parts of the District's Strategic Highway Network, including requiring financial contributions from new developments
- Continue with existing policies, influencing the type of industrial proposals on established industrial areas taking into account traffic generation
- Support capacity improvements for Heavy Goods Vehicles on the Strategic Highway Network through developer financial contributions
- Facilitate freight movement through the District via rail

4.0 Evidence Base

4.1 The Council has undertaken/commissioned or is in the process of undertaking studies in order to provide a sound evidence base required for the LDF. The Council has also drawn on other studies and documents. Of particular relevance to transport and accessibility are the following studies/documents:

West Yorkshire Local Transport plan 2006/07 to 2010/11

A Centre For excellence: West Yorkshire Partners For Quality In Integrated Transport

Bradford Annual Monitoring Report 2006

5.0 Key Questions

- 5.1 How can the LDF contribute to the enhancement of existing accessibility to jobs, services and facilities?
- 5.2 How the LDF can assist in securing accessibility to jobs, services and facilities for new development?
- 5.3 How the LDF transport policies can influence the level of car use and road congestion?
- 5.4 How the LDF transport policies can improve road safety?
- How the LDF transport policies can minimise the effects of noise, vibration and air pollution caused by traffic?
- 5.6 How the LDF transport policies can support economic activity and regeneration efforts?
- 5.7 How the LDF transport policies can support the effective, efficient and sustainable movement of freight in the District?

Additional Questions

- 5.8 Where in Bradford District should car access be restricted and how?
- 5.9 What do you think are the best ways of reducing the impact of traffic on the residents of Bradford District:-
 - 1. Make new development accessible
 - 2. Restrict available parking
 - 3. Increasing funding for non-car modes
 - 4. More space for pedestrians
 - 5. More bus-priority measures
 - 6. Increase road space
 - 7. Provide parking for everyone that wants it
- 5.10 How do you think that public transport services can be realistically improved? Should the Council treat public transport improvements as a higher priority than highway improvements?
- 5.11 When funding is obtained from new developments (through section 106 agreements) towards non-car modes, should this be spent as a priority on:-
 - 1. Promoting walking
 - 2. Promoting cycling and improving cycling facilities
 - 3. Public Transport
 - 4. Providing an accessible public realm

- 5.12 Do you think that current maximum parking standards are appropriate or do you think that these should be changed? Should they:
 - 1. Allow less parking therefore further restrain car use
 - 2. Be based on public transport accessibility
 - 3. Allow for more parking in areas where regeneration is a priority
 - 4. Allow for car-free residential development where there are Controlled Parking Zones
 - 5. Allow higher levels of parking
- 5.13 Where should we provide lorry parks?