

# Infrastructure



## A Local Development Framework Issues and Options Consultation Paper

November 2009





# Foreword

What will your town or village be like by 2026? It's not an easy question, but it is one that we need to try and answer with your help. Richmondshire's Local Development framework (LDF) will help shape future development across all parts of the District outside of the National Park. This includes Richmond, Leyburn, Catterick Garrison and the villages to the north and south. The National Park Authority is responsible for development in the rest of Richmondshire.

The LDF will be a set of policy documents that shape an overall direction for development in these places. These policies will help determine future planning applications for, amongst other things, housing, economic or green energy developments, once the LDF is adopted. Before we can write these policies we must understand local conditions. We need to find out about where people live and work and how they travel. We also need to recognise the sensitivity of the local environment and our local heritage to development.

This consultation report is one in a series of ten:

1. Achieving Sustainable Communities - Settlement Hierarchy
2. Achieving Sustainable Communities in the Central Area
3. Achieving Sustainable Communities in Lower Wensleydale
4. Achieving Sustainable Communities in the A66 North Richmondshire Area.

5. Scale and Distribution of Development
6. Economy
7. Environmental Assets
8. Housing
9. Infrastructure
10. Climate Change

Each report asks a series of questions about issues we need to debate. For example, how should we treat small villages in terms of development? Or how should Richmond and Catterick Garrison grow? You can make detailed responses to any of the questions using the on-line form on our website or by writing to us using the contacts below. Or simply get in touch with us to talk about the LDF.

Please ask if you would like this document in a different format or language.

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# 1. Introduction

- 1.1 This consultation paper aims to discuss the existing and future strategic infrastructure-related issues within the Plan Area. Planning Policy Statement 12 requires the Core Strategy to include evidence of what infrastructure will be needed in order to support the successful and sustainable delivery of development as proposed in the Development Plan. The primary purpose of this paper is therefore to begin the process of establishing the current and future capacities of the infrastructure facilities and services within the Plan Area and assess whether they are able to successfully deliver the scale, type and location of development which will be proposed within the Local Development Framework (LDF). This on-going assessment therefore includes identifying any current or potential infrastructure-related challenges and where obstacles exist, discussing ways and means of overcoming them. This discussion should help lead to the creation of an 'Infrastructure Delivery Strategy' which will outline what level of infrastructure is required and in what location. The Strategy should also set out where the funding is coming from and when it will be provided. This Topic Paper contains a description of what we mean by infrastructure in this introductory Section 1, followed by a review of strategic policy influences in Section 2, and a description of the key features of infrastructure in the Richmondshire plan area in Section 3. Issues which need to be addressed are considered in the final Section 4.
- 1.2 It is therefore evident that the issue of infrastructure in particular cannot be considered in isolation as it has an important role to play in helping to both influence and deliver the other policies of the LDF. This topic paper needs to be read in conjunction with the other consultation papers, ie. the paper proposing the establishment of the Sustainable Settlement Hierarchy, the Scale and Distribution of Development paper, the area-based papers (A66 corridor, Lower Wensleydale and Central Area), and the topic papers (Environment, Economy, Housing and Climate Change.)
- 1.3 Infrastructure within the Plan Area is also influenced and affected by the policies, plans and strategies of other organisations and agencies, many of which have their own infrastructure-related priorities and budgets. For instance, North Yorkshire County Council as Highway Authority is responsible for the local road network within the Plan Area, whilst the Highways Agency is responsible for the strategic road network. Whilst the infrastructure policies of the Core Strategy will need to take into account the strategies, policies and budget constraints of these other organisations, effective partnerships will need to be developed with these other infrastructure stakeholders to help ensure that the Core Strategy can influence the local, regional and national strategies of these organisations where they have an impact upon the Plan Area.



#### 1.4 What is meant by the term infrastructure?

For the purpose of the LDF and Core Strategy, the term infrastructure incorporates the facilities and resources that are needed in order to successfully support the communities located within the Plan Area. PPS 12 encourages Local Planning Authorities to consider infrastructure very broadly, encompassing a wide range of physical, environmental and social facilities. A distinction is made in national and regional planning policy between 'grey', 'social' and 'green' infrastructure. Grey infrastructure commonly includes the more traditional, 'man-made' facilities which sustain development such as transport infrastructure (highways, footpaths, cycleways, bus routes, parking facilities, etc); utilities infrastructure (water and sewage pipes, sewage treatment works, electrical sub-stations and cables, gas pipes, optical and telephone wires, etc). Social infrastructure commonly includes services and facilities such as schools, hospitals, GP surgeries, emergency services facilities, libraries, post offices, village shops, libraries, religious facilities, village halls, etc. Green Infrastructure refers to the wide spectrum of green spaces and facilities that are used by people and wildlife and provide communities with places for outdoor relaxation and recreation, education local/sustainable food production, as well

as providing habitats for wildlife and assisting towards the changes brought on by climate change (e.g. flood alleviation and cooling urban heat islands). Green Infrastructure includes parks, open spaces, playing fields, woodlands, allotments and private gardens. Green infrastructure and the related issues are dealt with in more detail as part of the Environment Assets topic paper.

- 1.5 As indicated above, a primary purpose of addressing infrastructure within the LDF is to help ensure that the amount, types and distribution of development as proposed within the LDF are achievable and deliverable. However, the LDF's consideration of infrastructure also has an important contribution to make in helping to address other issues and policy objectives within the Plan Area. Providing universal access to good quality services is one of the central objectives of the Sustainable Community Strategy and the provision of sustainable grey, green and social infrastructure can help address the difficulties that some of the Plan Area's more rural communities currently have in this respect. Producing a modal shift away from the car to more sustainable and greener alternatives is a fundamental objective of North Yorkshire County Council's Second Local Transport Plan and this can be supported and encouraged by the LDF.



## 2. Main Influences

- 2.1 The following help to provide a policy context for our discussion about infrastructure in the Plan Area:
- Yorkshire and Humber Regional Spatial Strategy (RSS)
  - Richmondshire Sustainable Communities Strategy (SCS)
  - Richmondshire District Council Corporate Plan
  - North Yorkshire Local Transport Plan (2006-2011)
  - Second North Yorkshire Local Transport Plan
  - Regional Transport Strategy
  - Wensleydale Railway Socio-Economic Study
  - Planning Policy Guidance 13: Transport
- 2.2 The Sustainable Community Strategy (SCS) states that communities should have access to good quality services that meet local needs where, when and how they want them, including adequate access to life-long learning opportunities, health care, cultural, leisure and sporting facilities which are essential for ensuring the health and well being of the population. In relation to 'Green Living' the SCS promotes opportunities for a greener, healthier lifestyle such as walking and seeks to ensure that everyone has the opportunity to minimise their impact on the environment. Alternative means of transport will be encouraged for both visitors and local residents alike.
- 2.3 The Government objectives for transport as outlined in PPG 13 are to promote more sustainable transport choices for both people and for moving freight, promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and reduce the need to travel, especially by car.
- 2.4 Consistent with this, the broad transport objectives of the Regional Spatial Strategy, Second Local Transport Plan and Regional Transport Strategy are to ensure good access to key services, improve safety, enhance and protect the natural environment, minimise traffic congestion in urban and rural areas, ensure that transport provision contributes towards the promotion of healthy and sustainable communities, and create an efficient transport network which contributes towards increased economic prosperity and the efficient use of resources. Modal shift to alternative forms of travel and reducing the need to travel are also fundamental objectives of the Regional Transport Strategy.



## 3. Key features of the Infrastructure in the Plan Area

### Transport Infrastructure

- 3.1 The transport infrastructure of the Plan Area is dominated by the axes of the A66 and A1 which are both important national road transport routes in themselves. They also provide links between the Plan Area and Darlington and the Tees Valley to the north-east, Barnard Castle to the north-west and Hambleton to the south but are also vital in terms of access to jobs and services within the Plan Area itself. Plans to upgrade the A1 to motorway status within the Plan Area by the Highway Agency could have important implications both nationally and in terms of access within Richmondshire if junctions connecting the local road network to the A1 are altered or removed. The Infrastructure Delivery Strategy within the Core Strategy should both influence and take into account the major improvement programmes of the Highway Agency and Highways Authority including the final plans for the A1 upgrade.
- 3.2 Other important road routes within the Plan Area include the A6108 which provides a road link between Middleham, Leyburn, Richmond and Scotch Corner, the A684 which connects Leyburn with the surrounding villages and hinterland to its east and the A6136 which provides a road link between Richmond and Catterick Garrison.
- 3.3 There are no rail stations that are connected to the national rail network within the Plan Area, although The Wensleydale Railway Company has since 2003 run services on the Wensleydale line. This provides rail travel between Redmire and Leeming Bar via Bedale and Leyburn. Although services are not provided consistently on a daily basis, particularly in the winter months, the rail service and accompanying vintage bus service provides an important and convenient transport link between the Leyburn and Redmire in the Lower Wensleydale area and when used in conjunction with local bus services at Leeming Bar, it provides an additional and relatively sustainable transport link between the Lower Wensleydale Area and Northallerton within the Hambleton Plan Area. Future plans are proposed to re-lay a link into Northallerton Station in order to connect the branch line service with main line trains. Plans have also been mooted to open a new station at Newton-le-Willows.
- 3.4 There are no international airports situated within the plan area, although Durham and Tees Valley International Airport is located within the Tees Valley area to the north-east of the Plan Area.
- 3.5 The rural character of the Plan Area, the lack of regular passenger rail services and the relatively large geographical area of the district means that transport is dominated by the car. The rural and sparsely populated settlements within the Lower Wensleydale and A66 corridor areas in particular are heavily reliant on the car which is reflected in statistics that show a relatively high level of private car ownership within the Plan Area.





- 3.6 However, there are regular daily bus services which link Richmond and Catterick Garrison to Darlington, and Leyburn (and the villages within its hinterland) to Northallerton and Bedale, whilst other daily services provide a link between Reeth, Leyburn, Middleham, Bellerby and Richmond. Whilst bus services do stop within the smaller settlements of Lower Wensleydale, Leyburn does act as a local transport hub in relation to the smaller settlements within its hinterland particularly for journeys to Richmond, Darlington and Northallerton. The settlements within the A66 corridor also have daily bus services between them, Richmond and Darlington.
- 3.7 There are approximately 17 kilometres of cycleway in and around Catterick Garrison whilst a predominately off-road cycle path linking Richmond and Catterick Garrison is being taken forward by the Renaissance Market Town Programme for Richmond and Catterick Garrison in association with *Sustrans*. This path would also cater for walkers and horse riders. The route extends from near Richmond station to Hipswell roundabout where it will eventually link with the footpaths/ cycle ways to be provided as part of the Catterick Garrison Town Centre Development. It is intended to lead to a wider network of routes linking the settlements of Richmond, Catterick Garrison, Colburn, Brompton and Catterick Village. Planning permission was granted earlier in the year for an off-road section of this route near Longwood Bank. The *Sustrans* -sponsored 'Bridge the Gap' scheme to deck an old metal railway bridge across the River to create a bridleway was granted lottery funding in

2008. The Highway Authority have also created new sections of cycle paths as part of their ongoing highway improvement work within the Plan Area such as on Darlington Road in Richmond and between Colburn and Catterick Bridge.

### Utilities

- 3.8 In terms of utility provision within the Plan Area, the electricity is supplied by CE Electric and NEDL whilst the water and sewage is provided by Northumbrian Water in the northern section of the district (above the A66) and by Yorkshire Water in the south of the District. Telecommunications including broadband connectivity is provided by BT. The companies responsible for gas distribution in the Plan Area are primarily Northern Gas Network and National Grid Gas.

### Social Infrastructure

- 3.9 PPS 12 encourages the LDF to take a wide view of infrastructure including social, leisure and cultural services and facilities. As discussed in the section above, a primary purpose of considering infrastructure within the Core Strategy is to ensure that the proposed levels, types and distribution of development is deliverable, therefore local services such as schools, health care facilities, etc need to be able to cope with the levels of development proposed. If the existing provision of services within communities is inadequate, then solutions need to be explored to increase capacity in consultation with the relevant service providers and stakeholders.



3.10 Taking each of the proposed Sub Areas (see the Sustainable Settlement Hierarchy paper) in turn, the 'Plan our Future' survey for the Lower Wensleydale Area collected information from over 500 local people in spring 2009 and the responses emphasized a perceived limited capacity of local centres to fully meet the range of services needed by the communities. The main deficits were perceived to be in retail, health care and leisure facilities. Based on the proposed Sustainable Settlement Hierarchy (and the requirements of the RSS) it is expected that Leyburn (as the Local Service Centre) would be likely to incorporate the majority of employment and housing development within the Lower Wensleydale area. Therefore it is important that the services within Leyburn not only help to remedy the perceived dearth of services in the Lower Wensleydale region but also ensure that local services can meet the increased demand created as a result of the amount, types and distribution of development proposed in the Core Strategy. With the exception of Middleham, the other villages within the Plan Area only have minimal services, details of which are explored in more detail in the Lower Wensleydale Spatial Paper.

3.11 The Central Area includes Richmond and Catterick Garrison, identified as a joint Principal Town in the RSS (and reflected as such in the proposed Sustainable Settlement Hierarchy), which is intended to be the main focus for development in the Plan Area. Richmond provides a range of services including primary and secondary schools, primary health care services,

leisure facilities (including a swimming pool, cinema and theatre) and retail shops which are concentrated in and around the historic Georgian Market Place. However, responses from the Plan our Future consultation highlighted the need to improve the range of retail opportunities offered in Richmond. Generally speaking, Catterick Garrison and the surrounding parishes of Hipswell, Colburn and Scotton are well served with local services whilst an outline planning permission for a mixed use town centre scheme comprising of community facilities, retail units, a hotel, bar and restaurants is awaiting the completion of a Section 106 agreement before formal planning permission of the scheme is issued. Details of the specific local services within the Central Area are listed in the Central Area Spatial Paper. The existing range of services offered within the Central Area is generally good, providing a strong base to allow the Sub Area to incorporate additional housing and other development. However, similar to the Lower Wensleydale Area, the smaller villages within the Central Area have few services and facilities.

3.12 The A66 Area is characterised by small, rural villages with a small and relatively limited range of services which reflect the size and rural character of this area. The communities in the area contain between them up to 8 primary schools, village shops, a health centre, pubs and village halls but due to the Area's close proximity to the A66 and A1 and Darlington/Teess Valley, residents tend to access services and facilities outside of the villages.



## The implications of development during the plan period

- 3.13 The Scale and Distribution of Development topic paper provides an early view of the scale and distribution of development which will need to be addressed by the LDF. It suggests options for consideration, which are likely to involve around 3,774 additional general houses plus a further 2,250 houses relating to the anticipated growth of Catterick Garrison. This scale of growth, at around 6,000 additional houses, must be seen in relation to the existing housing stock of approximately 24,000 houses, ie. representing an increase of around 25% in the proposed plan period to 2026. In order to initiate the process of producing an Infrastructure Delivery Strategy which will help to deliver the levels, types and distribution of development that is to emerge from the Core Strategy and Area Action Plan, Yorkshire Water and Northumbrian Water (as the suppliers of the sewage disposal and water infrastructure in the Plan Area) and NEDL, BT and Northern Gas Network and National Grid Gas as the electricity, telecommunications and gas providers respectively are all being contacted through this consultation stage to provide details of any constraints and issues in relation to the broad scale and distribution of development which is likely to emerge in the LDF.
- 3.14 The utility providers are being asked to provide approximate thresholds above which development would not be sustainable in particular areas without

additional investment in the existing infrastructure. They have also been asked the question that if housing numbers or densities were to exceed these thresholds, what upgrades to the system would be required to be able to support the additional development? A similar request for constraints and threshold information has been sent to the Highway Authority. As and when this threshold and constraints information is provided, it will help to shape the emerging policies and allocations of the Core Strategy. NEDL have already indicated that the current electricity infrastructure in and around the Garrison is likely to be able to support the level of new development as outlined in the RSS due to recent upgrades, but they would be able to provide more detailed information when specific sites are known. Northumbrian Water has also responded stating that the settlements served by them primarily in the northern part of the Plan Area are all relatively small and the company's utility infrastructure is correspondingly small. Therefore any development in these settlements could have a significant impact on the existing capacity of the water supply and waste water systems in these areas. Northumbrian Water's business plan includes a scheme to improve the sewage treatment works which serves the village of Barton. This scheme is due to be implemented between 2010 and 2015 subject to Ofwat approval. More detailed information can be provided once specific sites for development in the relevant settlements served by Northumbrian Water are known.



3.15 The other infrastructure providers within the Plan Area are also being asked to provide details of any major infrastructure investment programmes that are planned within the Plan Area. Consultation is also being initiated with NYCC's Children and Young People Service, the NHS, Primary Care Trusts, Emergency Services and other local service providers to ensure that local services within the Plan Area will be able to successfully accommodate the levels and distribution of new development as proposed in the Core Strategy.

### **Issue 1: Key Infrastructure Features in the Plan Area**

11a

Does the above infrastructure portrait of the Plan Area address the main strategic elements of infrastructure provision or are there any other aspects that should be referred to?

11b

Should the Core Strategy aim to protect existing local services in the Plan Area, particularly those located within smaller, rural settlements?



## 4. Infrastructure Issues in the Plan Area

### Delivering Development Within the Plan Area

- 4.1 Infrastructure has a vital role to play in supporting the spatial objectives of the SCS, RSS and LDF. The proposed growth and expansion of Catterick Garrison, the complementary role of Catterick Garrison and Richmond as a 'Principal Town', the continued role of Leyburn as a local service centre and the localised role of lower order settlements as Service Villages will require sufficient infrastructure capacity in order to allow these settlements to deliver the growth and roles as proposed in the RSS and the emerging Core Strategy.
- 4.2 As PPS12 advises, the current and future capacities and constraints of the Plan Area's local services and transport infrastructure as well as its water, sewage, gas and telecommunication infrastructure have to be taken into account in developing the spatial policies and options for the plan area to ensure that the emerging spatial, economic and housing strategies of the Core Strategy are deliverable and represent the most appropriate and sustainable solutions. Where capacity is found to be lacking in terms of the proposed strategy, for example to allow these settlements to carry out their proposed roles, then infrastructure policy should look to address this capacity shortfall by sustainable means. The Catterick Garrison and Colburn areas are already at near capacity in terms of their sewerage infrastructure (as highlighted in the Catterick Garrison Long Term Development Plan) so potentially significant investment may have to be considered when the amount of development in these specific areas are discussed. There are also localised sewerage issues in other places within the Plan Area such as Middleton Tyas and Barton which may need to be resolved

should development take place in or around these villages. Effective and continued consultation with the relevant infrastructure providers will continue in order to influence their own strategic and budgetary priorities, ensure that the development proposed in the LDF is deliverable and to overcome any potential obstacles or difficulties. This topic paper is part of that process.

### Issue 2: Delivering Development

I2

What infrastructure capacity issues do you think should be taken into account in developing the strategy for the location of development in the LDF?

### Access to Services

- 4.3 Access to good quality services that meet the needs of the community is an integral aim of the Sustainable Community Strategy and the Regional Transport Strategy, and will similarly be a key objective of the LDF. Access to services remains a pressing issue within many of the rural areas of the Plan Area, particularly in the Lower Wensleydale area. The Index of Multiple Deprivation shows that some of the District's rural communities are amongst the 10% most deprived in terms of accessibility to services. Although car ownership within the District is generally high, those living in rural areas that are without the use of a car are most at risk. Office of National Statistics data for population projections show that the already high proportion of elderly residents within Richmondshire is predicted to grow even further up to 2029. As a group which generally lack access to private transport, this raises further issues regarding access to services within the Plan Area.



- 4.4 The Area Profiles that have been carried out for the Lower Wensleydale and A66 Areas as part of the LDF process have shown a dearth of primary services and facilities within these parts of the Plan Area, so it is essential for the health and well-being of these communities that regular public transport links are provided to larger settlements such as Richmond and to Darlington and Northallerton outside the Plan Area either directly or via other key settlements. Other solutions such as better provision of telecommunications including broadband connectivity should be considered as a means of access to services without reliance on transport.
- 4.5 The Plan Area cannot be viewed in isolation and relationships with Richmondshire's immediate neighbours need to be considered in developing a sustainable pattern of settlements and providing a supporting network of infrastructure. Local Transport Plan statistics show a net outward pattern of commuting from the Plan Area to employment predominately within the Tees Valley and the District of Hambleton. Evidence gathered through the Area Profiles and the Lower Wensleydale Study show that many parts of the District also look for their services and employment as much, or even more outside the District than they do within. In particular, settlements in the north look to Darlington and the Tees Valley; and there is an equally strong pull towards the County Town of Northallerton to the east and south east of the Plan Area. Outside the LDF area, half of the District lies within the National Park and there are key relationships especially between Richmond and Leyburn and the adjacent parts of the Park to the west such as Reeth.
- 4.6 Although such strong links between settlements within the Plan Area and areas lying outside provides residents with access to a range of services to meet their needs that are not currently available within the Plan Area (such as Secondary Health Care), such a situation could potentially lead to social, economic, environmental, sustainability and traffic issues if this situation was to persist or intensify (such as congestion and air pollution which are generally not significant issues within the Plan Area at the present time). The issue of service provision is examined in more detail within the Spatial Topic Papers, but the trend of cross-boundary commuting and access to services is an important issue within the Plan Area, particularly as regional and national policy is trying to reduce the need to travel.



### Issue 3: Access to Services

I3a

Is access to services within the Plan Area a significant problem and should it be a priority issue that developing the strategy for infrastructure provision should address through the Core Strategy?

I3b

Should improvements to access to services and jobs be predominately achieved by the better provision of transport services and infrastructure or by providing more local services and jobs to reduce the need to travel?

I3c

Should the Core Strategy be encouraging cross-boundary travel to access services and jobs or should these movements be discouraged?

I3d

What infrastructure and transport improvements would most effectively improve access to services within the Plan Area?

### Economy and Tourism

- 4.7 Infrastructure, particularly, transport infrastructure is vital to economic performance within the Plan Area. Tourism spend is a key contributor to the District's economy and employs and makes up a significant proportion of the District's jobs, particularly in Richmond and the Lower Wensleydale area. Therefore transport facilities and infrastructure within and to these areas needs to be protected and improved. Several industrial and business parks exist throughout the District, most notably at Gallowfields in Richmond, Brompton-on-Swale/Gatherley Road, Leyburn, Colburn and Scotch Corner. Due to the close proximity of the A1 and A66, road access to the majority of these commercial areas is generally good. Infrastructure policies will need to co-ordinate with the policies and objectives of the economic component of the Core Strategy and those of the Regional Economic Strategy (RES) and RSS, to ensure that the economy within the Plan Area is supported.

### Issue 4: Economy and Tourism

I4a

Are there any existing infrastructure problems and constraints within the Plan Area that you feel are hindering the growth and vitality of the local economy and tourism?

I4b

What improvements do you feel could be made to the existing infrastructure systems that would help support the local economy and facilitate its growth?



## Sustainable Modes of Transport

- 4.8 The RSS, Sustainable Community Strategy, PPG 13, Regional Transport Strategy and Local Transport Plan all promote a modal shift towards the use of alternative, more sustainable forms of transport such as walking, cycling and public transport. Recent initiatives by *Sustrans* and the North Yorkshire Highway Authority have improved cycle, bridleway and pedestrian connectivity between Richmond and Catterick Garrison as well as improving cycle and pedestrian infrastructure within the general area. Despite the obvious geographical and topological disadvantages that exist in providing pedestrian and cycling infrastructure within the Plan Area, particularly its more rural parts, there is still potential to extend the cycle route network and pedestrian routes further, particularly in the larger settlements. In the Second Local Transport Plan, the Highway Authority has acknowledged the potential for a pedestrian route linking Bellerby and Leyburn, whilst Gilling West Parish Council have suggested the creation of pedestrian route linking Gilling West and Richmond.
- 4.9 The expansion of the services of the Wensleydale Railway and the extension of the line into Northallerton could offer an alternative and convenient mode of transport for the residents of Lower Wensleydale in terms of accessing services in Northallerton.

### Issue 5: Modal Shift and Greener Travel

15a

What policies and measures could be adopted to encourage a modal shift away from the use of the car?

15b

Does the Wensleydale Railway offer a reliable and realistic alternative means of travel to the communities in Lower Wensleydale and should its current services and expansion plans be supported through the Core Strategy?

15c

Would the provision of a larger and better connected network of cycle routes and pedestrian walkways offer a viable and realistic alternative to the use of the car within the Plan Area?





# Notes



# Notes





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