

Travel Plans

Supplementary Planning Guidance

Adopted 22nd April 2003

Cheltenham Borough Council

SUPPLEMENTARY PLANNING GUIDANCE

TRAVEL PLANS

1 INTRODUCTION

1.1 This guidance relates to the following policies in the Cheltenham Borough Local Plan Second Review Deposit Draft (2002):

CP 5	Sustainable transport
CP 8	Provision of necessary infrastructure and facilities
TP129A	Extension of private car parking facilities
TP130	Parking provision in development

1.2 This guidance sets out the circumstances in which travel plans will be required to accompany planning applications. It will apply mostly to schemes that generate significant amounts of travel and will be taken into account as a material consideration in determining planning applications comprising employment, retail, leisure and services (including health and educational establishments).

1.3 It provides more detail on the likely scope of travel plans as well as practical advice to developers on how to prepare and submit a travel plan in order to minimise the risk of delays in the planning process.

2 BACKGROUND

2.1 A travel plan is a general term for a package of measures tailored to the needs of individual sites and aimed at delivering sustainable transport objectives of reducing car dependency and increasing travel choice. It involves the development of a set of mechanisms, initiatives and targets, secured through planning obligations, to enable organisations to reduce the impact of their travel and transport on the environment.

2.2 A travel plan is a dynamic process that will evolve over time in accordance with the changing circumstances of an organisation and its environment. As such it is not a one-off process to be undertaken and completed, rather it is the start of a managed approach, which takes responsibility for travel and its impacts.

2.3 To be successful a travel plan should contain a mix of incentives and disincentives e.g. car sharing, promoting more use of public transport, encouraging walking and cycling, restricting on-site car parking provision and supporting alternative work practices which reduce the need to travel.

2.4 Development of a travel plan can therefore help to encourage residents, staff, suppliers and visitors to use more environmentally friendly alternatives to driving alone, at least for some of their journeys. For developers, a commitment to agreed modal split targets may provide the opportunity to bring forward development in locations which are at the margin of acceptability for planning policy.

2.5 In the past travel plans have been commonly referred to as 'Green Transport Plans'. The use of a more generic title reflects the potential of travel plans to promote broader aims which extend beyond 'green' issues, such as improving the quality of the local environment, personal health, a business case and

social inclusion. It also reflects the range of applications, from businesses to schools, hospitals and sports grounds.

3 POLICY CONTEXT

Government policy

- 3.1 Government policy is set out in Planning Policy Guidance Note 13 - Transport (2001). PPG13 states that

“The weight to be given to a travel plan in a planning decision will be influenced by the extent to which it materially affects the acceptability of the development proposed and the degree to which it can be lawfully secured.”

Cheltenham Borough Local Plan

- 3.2 Policy CP 5, Cheltenham Borough Local Plan Second Review Revised Deposit Draft (2004) states:

“Development will be permitted only where it is located and designed so as to:

- (a) minimise the need to travel; and**
- (b) provide adequate accessibility to the site for vehicles, including public transport, pedestrians, cyclists and people with disabilities; and**
- (c) meet travel demands in safe and energy efficient ways; and**
- (d) provide a level of parking space that will encourage walking, cycling and public transport and discourage use of the private car; and**
- (e) meet Local Transport Plan targets for the proportion of trips to the site by each mode of transport”.**

- 3.3 Policy CP 8 states:

“Development will be permitted only where adequate provision has been made for:

- (a) the infrastructure necessary for the development to proceed; and**
- (b) other public services and facilities, the need for which arises directly from the development**

Planning obligations may be sought as a means of securing such provision, including any or all of the matters listed in table 6.”

(for table 6 see appendix 1)

- 3.4 Policy TP 129A states:

“The provision of extended parking facilities for existing buildings will only be permitted in the context of a travel plan, and where the proposal:

- (a) would help to resolve existing problems on the public highway; and**
- (b) is consistent with the car parking standards in policy TP 130 and table 17; and**
- (c) will not lead to an unacceptable increase in traffic or problems of access in the locality.”**

- 3.5 Policy TP 130 states:
“Development will be permitted where it makes provision for parking in accordance with the standards in table 17, taking into account design considerations”.
(for table 17 see appendix 2)

Local Transport Plan

- 3.6 Gloucestershire Local Transport Plan (2000) seeks to promote and enhance alternatives to the private car; one of the mechanisms to help achieve this is the preparation of travel plans. In implementing the Transport Plan the County Council will;
- encourage all employers and businesses to consider the development of a travel plan;
 - support employers who wish to develop their own travel plan;
 - require those who are making planning applications to develop travel plans.

Cheltenham Transport Plan

- 3.7 Cheltenham Transport Plan (2001) sets out a long-term vision of a safe town, free from congestion and pollution. Travel plans are one of a number of mobility management measures, which will promote the use of sustainable modes of transport.

4 WHEN IS A TRAVEL PLAN REQUIRED?

- 4.1 Policy Guidance Note 13 (Transport) states that:

“Travel plans should be submitted alongside planning applications which are likely to have significant transport implications, including those for:

- **all major developments comprising jobs, shopping, leisure and services (using the thresholds set out below in Table 1);**
- **smaller developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel in, or near to, air quality management areas, and in other locations where there are local initiatives or targets set out in the development plan or local transport plan for the reduction in road traffic, or the promotion of public transport, walking and cycling. This particularly applies to offices, industry, health and educational uses;**
- **new and expanded school facilities which should be accompanied by a school travel plan which promotes safe cycle and walking routes, restricts parking and car access at or around schools, and includes on-site changing and cycle storage facilities; and**
- **where a travel plan would help address a particular local traffic problem associated with a planning application, which might otherwise have been refused on local traffic grounds.**

However, unacceptable development should never be permitted because of the existence of a travel plan.”

- 4.2 Table 1 sets out criteria for the preparation of travel plans. This criteria is a guide only, and travel plans may be required for smaller developments, which would either have a significant transportation, impact or are in a sensitive area.
- 4.3 Guidance should be sought from the Borough Council for land uses not included in these criteria or for mixed-use developments.

Table 1

Food Retail	1000 sq m GFA
Non Food Retail	1000 sq m GFA
Cinemas and Conference Facilities	1000 sq m GFA
D2 other than cinemas, conference facilities and stadia	1000 sq m GFA
B1 including offices	2500 sq m GFA
Higher and further education	2500 sq m GFA
Stadia	1500 seats

- 4.4 In addition the Borough Council will require a travel plan in relation to the following developments:
- significant employment proposals (generating more than 150 trips per day). This will identify how the travel to work modal split targets set out in Headline Target HT3 of the Gloucestershire Local Transport Plan will be achieved (see Appendix 3).
 - significant development (generating more than 150 trips per day) comprising shopping or leisure. An appropriate sustainable modal shift target should be agreed with the Borough Council and defined in the travel plan, along with measures to reduce the impact of deliveries, for sites close to residential areas.
 - applications to increase the floor area of an educational establishment by either 10% or 1000 m², whichever is the lower.
 - applications to increase car parking at employment sites, schools, colleges, hospitals, health centres and retail sites by 25 spaces or 20%, whichever is the lower.

5 ELEMENTS OF A SUCCESSFUL TRAVEL PLAN

- 5.1 There are a number of different measures that contribute to a successful travel plan. These can be broken down into the following categories to reduce the demand for travel and to encourage the use of sustainable transport modes:
- the provision of facilities on-site;
 - the provision of facilities off-site; and
 - measures to reduce the demand for travel and the promotion of the use of non-car modes.

- 5.2 As part of the consideration of all planning applications the need for measures that fall into the first two categories should be considered. When a travel plan is required then the provision of facilities both on and off site should be combined with measures to reduce the demand for travel and to promote the use of non-car modes to form the travel plan.

The provision of facilities on-site

- 5.3 Where physical measures, such as limits on car parking, the provision of safe and secure cycle parking and showers/lockers room, are required as part of the development their provision should be the subject of individual planning conditions. Such physical measures must be part of the detailed design and construction programme for developments to ensure that they can be provided at the required size in the optimum location and are an integral part of the development. The retrospective construction of such facilities will often not be possible.
- 5.4 Any such conditions need to require the measures to be approved prior to the implementation of the development and be constructed as part of the construction of the development. Conditions such as this will often be imposed even when a travel plan is not required.

The provision of facilities off-site

- 5.5 Where physical measures, or contributions towards the construction of physical measures, are required off site to address the transportation impacts of a development proposal then these will normally be secured through a legal agreement or occasionally through Grampian conditions. Such measures include the provision of safe crossings for pedestrians and cyclists, cycle routes and improvements to passenger transport infrastructure e.g. providing or upgrading bus stops.
- 5.6 When such measures are required, the triggers for their implementation or payment of a contribution towards their implementation will need to be agreed prior to the planning application being considered and then secured through a legal agreement. As well as being important parts of a travel plan, such measures will often be required when a travel plan is not required.

Measures to reduce the demand for travel and the promotion of the use of non-car modes.

- 5.7 The promotion of the use of non-car modes can be achieved in a number of different ways. Examples are:
- preferential car parking for staff car sharing;
 - encouraging homeworking and providing new technology to support this;
 - establishing a car sharing database and a bicycle users group;
 - promoting the benefits of using other modes eg Bike to Work days;
 - providing information on passenger transport services; and
 - providing subsidies for the use of passenger transport services.
- 5.8 Such measures can only be achieved by agreement and must be part of a travel plan. In some cases measures such as these are difficult to enforce through the current planning system, but they are essential parts of a successful travel plan. These will need co-operation from developers and occupiers if they are to be implemented. For the last two examples it may be that financial contributions or limits can be agreed for such schemes.

Measures such as this will be promoted for inclusion in all new developments, but will only be required when a travel plan is required.

- 5.9 As part of the implementation of a travel plan a Travel Plan Co-ordinator employed by the developer or occupier should be appointed. The Co-ordinator will be responsible for the implementation of the measures included in the travel plan and for the monitoring of the travel plan's performance. These responsibilities can be part of employees' duties, but the Co-ordinator should have the necessary authority to be able to make the travel plan successful.

Targets

- 5.10 Clear targets need to be set out in travel plans. The targets need to be linked to the proposals in the travel plan, and need to be measured and monitored on a regular basis. The favoured approach is for modal split targets for journeys to and from the site to be set. These modal split targets need to reflect the travel plan proposals and the overall policy objectives of a reduction in car use. Other indicators can be considered which could include a measure of the daily motor traffic using the site.
- 5.11 Suitable targets therefore might include aims to increase walking, cycling and passenger transport use to the site; a reduction in the number of single occupancy car journeys undertaken by employees for their journeys to work and on works business, etc.
- 5.12 Interim targets may be set to cover a phased progression towards the final targets. These could include considerations and requirements of the implementation of the development.
- 5.13 In setting the targets a balance will need to be struck between local circumstances (including likely employee residence locations, passenger transport accessibility, etc.) and achievability. In this respect there are no prescribed targets, but these should be developed in consultation with the Borough Council, taking into account other targets set locally such as those set through the Road Traffic Reduction Act and the Local Transport Plan.

Monitoring

- 5.14 Travel plans will only be successful if monitoring is established in agreement with the local planning and highway authorities. This will be particularly important if modal split targets are to be achieved. Monitoring of modal split targets allow more weight to be placed on a travel plan when considering the transportation implications of a planning application. Without monitoring little certainty can be placed on the objectives of the travel plan being achieved or being enforceable.
- 5.15 Monitoring will be required to be carried out throughout the implementation of development or for an agreed period after implementation, to be stated within the legal agreement – normally 5 years. If any penalties for non compliance have been agreed these will also need to be set within this agreement.
- 5.16 Monitoring will often be the responsibility of the Travel Plan Co-ordinator. In most cases, monitoring the travel behaviour of employees could be accomplished by travel diary surveys. A traffic count of the number and classification of vehicles entering the site might be sufficient in monitoring the travel behaviour of clients and customers, although some form of

questionnaire survey should not be ruled out. Walking and cycling should not be overlooked when counting traffic entering the site, and all points of entry by these two modes should be monitored. Surveys should be conducted at the same time each year for consistency.

5.17 The following issues should therefore be addressed within the Travel Plan:

- when monitoring will take place;
- what will be the nature of the monitoring;
- who pays for the monitoring and who has access to the results;
- what infrastructure will be required for monitoring (e.g. automatic count equipment at site entrances);
- what happens if targets are not met; and
- can penalties for non-compliance be agreed.

5.18 These need to be agreed with the local planning and highways authorities and secured through a legal agreement. A requirement could be for the developer to monitor modal split and report to the local planning and highway authority on an annual basis. Examples of penalties where an agreed target modal split is not achieved could be additional contributions towards non-car modes of transport or future “phases” of the development delayed. If penalties can be agreed they will need to vary to reflect the individual circumstances of each site.

Types of Development

5.19 When an end occupier for a development proposal is known at the planning application stage it is easier to agree the requirements for inclusion in a travel plan. When the development is speculative, it is proposed to place the requirement for the preparation of a travel plan on the developer/occupier prior to occupation. This allows the travel plan to be prepared once the end occupier is known, but ensures that the developer has to pass the obligation of preparing a travel plan to the end occupier.

5.20 On large sites with potentially a number of separate occupiers it is good practice to prepare a site wide travel plan to establish a common approach and then to require individual occupiers to prepare their own plans within this context. This will allow individual occupiers some flexibility to develop the travel plans to reflect the nature of their operation. It is also good practice for a Site Wide Travel Plan Co-ordinator to be appointed for monitoring purposes and to assist individual occupiers with the preparation and implementation of their individual travel plans.

6 SUBMITTING AN APPLICATION

Pre application discussion

6.1 PPG13 states that where travel plans are to be submitted alongside planning applications they should be worked up in consultation with the local authority and local transport providers.

6.2 The Borough Council strongly encourages pre-application discussions regarding the use of travel plans in support of proposed developments. In this way problems can be discussed and resolved at an early stage, which could otherwise result in delay or the refusal of an application.

- 6.3 Early discussions may help identify where supporting information is required and may need to be collected. They may enable significant changes to development layouts to be made without compromising the final design.

7 FURTHER INFORMATION

Relevant legislation

- Road Traffic Reduction Act 1997

Guidance

- Transport White Paper, Department of the Environment Transport and Regions (1998)
- PPG13 – Transport, Department of the Environment Transport and Regions (2001)
- Local Transport Plan, Gloucestershire County Council (2000)
- Cheltenham Borough Local Plan Second Review Revised Deposit Draft, Cheltenham Borough Council (2004)
- Cheltenham Transport Plan, Cheltenham Borough Council (2001)
- 'A travel plan resource pack for employers' Available free of charge from the Environment and Energy Helpline, ETSU tel 0800 585 794

Useful websites

- www.dft.gov.uk
- www.planning.odpm.gov.uk
- www.gosw.gov.uk
- www.cheltenham.gov.uk
- www.gloscc.gov.uk

8 CONTACTS

- 8.1 The following officers of Cheltenham Borough Council will be able to offer further advice on the issues set out in this guidance:

Development Control Manager
01242 264168

Engineering Development Manager
01242 774987

Integrated Transport Strategy
Manager
01242 264141

APPENDIX 1: PLANNING OBLIGATIONS

MATTERS WHICH MAY BE THE SUBJECT OF PLANNING OBLIGATIONS

- works to provide safe access to a site, to accommodate safely local increases in traffic due to the development, and to discourage the additional traffic from using unsuitable local roads
- works within a transport sector to encourage travellers to and from a development to change to a more sustainable means of transport, including park and ride
- works, services or incentives to secure improved accessibility to and from a site by all forms of transport, including public transport, cycling and walking
- flood defence and mitigation works
- an element of affordable or special needs housing (SPG)
- the provision or enhancement of play space which cannot be accommodated on-site (SPG)
- maintenance of open space
- education facilities at nursery, primary and secondary levels (SPG)
- community facilities (SPG)
- measures to provide for public safety and security (SPG)
- a contribution to skills analysis and training provision (SPG)
- facilities or measures to offset the loss of or impact on any resource, such as woodland or open space, present on a site prior to development
- works to adjacent areas of public realm, including tree planting
- public art (SPG).

APPENDIX 2: PARKING STANDARDS

PARKING STANDARDS		
LAND USE	MAXIMUM CAR PARKING STANDARDS	MINIMUM CYCLE AND MOTOR CYCLE PARKING STANDARDS
	<p>Notes</p> <ul style="list-style-type: none"> • car parking should be located at basement or semi-basement level, except where impracticable or visually undesirable. • all floorspace figures refer to gross floor area • employee numbers refer to full time equivalents 	<ul style="list-style-type: none"> • parking facilities should be secure (i.e. within a secure area or providing the opportunity of securing the cycle frame to a fixed object) and preferably under cover. If external to the building, the parking area should be visible and well lit • a minimum of 2 cycle parking spaces must be provided at any new non-residential development, however small
<p>retail use (A1)</p>	<p><i>for food retail:</i> <i>up to 1,000 sq. m.: 1 space per 25 sq.m.</i> <i>over 1,000 sq.m.: 1 space per 18 sq.m.</i></p> <p><i>for non-food retail:</i> <i>up to 1,000 sq. m.: 1 space per 25 sq.m.</i> <i>over 1,000 sq.m.: 1 space per 22 sq.m.</i></p>	<p><i>1 space per 60 sq.m.</i></p> <p><i>1 space per 120 sq.m.</i></p>
	<p>Note In the Core Commercial Area, for retail development or stores over 1,000 sq.m., all provision to be available for general public use.</p>	
<p>financial and professional services (A2)</p>	<p><i>1 space per 25 sq.m.</i></p>	<p><i>1 space per 166 sq.m.</i></p>

public houses and restaurants (A3)	<i>1 space per 5 sq.m of public area</i>	<i>1 space per 26 sq.m.</i>
business use (B1)	<i>for offices and R & D: up to 1,000 sq. m.: 1 space per 25 sq.m. over 1,000 sq.m.: 1 space per 42 sq.m. for light industry: 1 space per 50 sq.m.</i>	<i>1 space per 166 sq.m. 1 space per 330 sq.m.</i>

(Source: Cheltenham Borough Local Plan Second Review, Revised Deposit Draft 2004)

Appendix 3

Target	HT3 – By 2011, to achieve the following modal shares for journeys to workplaces in the Central Severn Vale:		
		2006 interim target:	2011:
	car driver	60% maximum	55% maximum
	passenger walking	8 - 12%) minimum 9 - 11%) 40%	9 – 13%) minimum 10 - 12%) 45%
	cycling	6 - 8%) total	8 - 10%) total
	public transport	6 - 8%) by	8 - 10%) by
	motorcycle	1 - 3%) non car	1 - 3%) non car
	working at home	4 - 8%) driver	4 - 8%) driver
	other/not stated	1 - 3%) modes	1 - 3%) modes
Performance indicator	Use National Census at 2001 and 2011 and monitor against 1991 levels. Use County Household survey data to monitor against the target on an annual basis, and to assess achievement of the 2006 interim target.		
Notes	A target date of 2011 has been set to allow direct correlation with the National Census data collected in this year		

(Source: Gloucestershire Local Transport Plan 2001)