
Report of the Head of Transport Strategy

Report to Chief Planning Officer

Date: 15 December 2014

Subject: Travel Plan Supplementary Planning Document

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

In July 2012 a report on the updated Travel Plan SPD was brought to Planning Board with the following recommendations for the Chief Planning Officer:

- i) Note the contents of this report and attached documents; and
- ii) Approve the Travel Plan Supplementary Planning Document and its formal adoption as part of the Leeds Local Development Plan Framework

The meeting minutes recorded:

Following discussions between Planning Services and Highways & Transportation references have now been made to the benefit of travel plans and the NPPF. It was also agreed the threshold for retail would remain at 800sqm and the Travel Plan SPD will now concentrate on larger developments. Transport Policy are to monitor travel plans and produce an annual report. It was suggested this could be incorporated into the annual LDF Annual Monitoring Report.

Nathan to liaise with Jane Milner on approval/implementation date. Final version of the SPD to be circulated to Planning Board members

The July 2012 report to the Chief Planning Officer is appended to this report as Appendix 1.

A DDN was subsequently drawn up, and the SPD posted on the LCC website with an adoption statement and adoption date of September 2012. However the DDN was not signed and the SPD not formally adopted.

It is considered that this was a misunderstanding at the time and that the content of the SPD was approved subject to a final 'graphics' version.

This report seeks to reconfirm the approval of the SPD and its formal adoption as part of the Leeds Local Development Plan. The chance has also been taken to update the SPD to reflect the adoption of the Core Strategy, the publication of the Planning Practice Guidance (March 2014) and changes to the online resources available. A draft 'graphics' version is also presented.

Recommendations

The Chief Planning Officer is requested to:

- i. Note the contents of this report and attached documents; and
- ii. Approve the Travel Plan Supplementary Planning Document and its formal adoption as part of the Leeds Local Development Plan Framework.

1. Purpose of this report

1.1 The purpose of this report is to

- Outline the updates to the Travel Plan SPD since 2012 to reflect policy changes and the most recent online resources
- Provide the chief officer with a draft 'graphics' version of the SPD
- Allow the chief officer to make an informed decision on the approval and subsequent adoption of the Travel Plan SPD as part of the Local Development Framework

2. Background Information

2.1. The main objective of a travel plan is to provide incentives and / or disincentives for users of a development to reduce the need to travel by non sustainable modes such as alone by car to and from a site. Travel plans bring a wide range of benefits to the community as a whole and to individual developments and organisations. It is important to note that travel plans are not designed to be anti-car, rather pro-sustainable travel and concerned with increased choice and widening of travel options. It is accepted that for many people, travel by car to work, school or the shops etc is the only realistic option available. However many people do have alternatives, and travel plans only need to have minor impacts on travel behaviour to have a major positive impact on local / city wide congestion, on-street parking problems, CO2 emissions, health of individuals, and other benefits.

2.2 The role and importance of travel plans has been highlighted by specific inclusion in the National Planning Policy Framework (NPPF) published in March 2012 which states

"All developments which generate significant amounts of movement should be required to provide a Travel Plan."

2.3 A draft SPD was approved for development control purposes in May 2007. This was updated in 2011/12 after the publication of national guidance; Good Practice Guidelines: Delivering Travel Plans through the Planning Process (DfT / DCLG 2009). After a full statutory public consultation the updated SPD was subject to a report to the Chief Planning Officer to approve and formally adopt. It was agreed with the Lead Member at the time that the SPD could be approved and adopted via delegated powers.

2.4 While the content of the SPD was approved in July 2012 it was not formally adopted. It has however been used for Development Management purposes since that time.

2.5 It is considered appropriate to now complete the process. The opportunity has also been taken to update the SPD to reflect:

- the adoption of the Core Strategy (Nov 2014)
- the publication of the Planning Practice Guidance (March 2014) and cancellation of previous guidance such as PPG13, the Regional Spatial Strategy, Guidance on Transport Assessment and the Travel Plan Good Practice Guidelines
- changes to the available online travel plans resources
- a draft 'graphics' version of the SPD

3. Main issues

Current Policy Context

- 3.1. The National Planning Policy Framework document published in March 2012 sets out in para 36 that

“A key tool to facilitate this (refers to previous paragraph on sustainable travel modes) will be a Travel Plan. All developments which generate significant amounts of movement, should be required to produce a Travel Plan.”

- 3.2. The online Planning Practice Guidance (March 2014) provides further clarity on the travel plan requirements set out in the NPPF and supports the more detailed principles set out in the 2009 Good Practice Guidelines. The PPG sets out the importance of travel planning and the positive contributions to sustainable travel; lessening traffic generation; reducing carbon emissions; creating accessible, connected communities; improving health outcomes and quality of life; improving road safety; and reducing the need for new development to increase road capacity or provide new roads

- 3.3. The adopted Core Strategy (Nov 2014) includes the following policies:

POLICY T1: TRANSPORT MANAGEMENT

To complement the provision of new infrastructure and Proposal 11 of the Local Transport Plan the Council will support the following management priorities:

(ii) Sustainable travel proposals including travel planning measures for employers and schools. Further details are provided in the Travel Plan SPD and the Sustainable Education Travel Strategy

POLICY T2: ACCESSIBILITY REQUIREMENTS AND NEW DEVELOPMENT

New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

(iv) Travel plans will be required to accompany planning applications in accordance with national thresholds and the Travel Plans SPD

- 3.4 It can therefore be seen that national policy and the Local Plan are fully supportive of the travel planning process and it is important to have in place a robust and detailed local policy document on travel plans to aid the development management process and ensure good sustainable development.
- 3.5 The SPD has been updated to reflect the latest policy position as set out above. Appendix 2 gives details of the updates.

Online Resources

- 3.6 Chapter 11 of the SPD contains a list of useful and important weblinks to aid writers and implementers of travel plans. As might be expected a number of these pages

have changed web address or been superseded by better / more up to date resources. The Chapter has therefore been updated to make it accurate as possible at the time of publication.

Graphics version

3.6.1 A start was made on the graphics version of the 2012 SPD which is attached as Appendix 3. It is proposed to update the text as outlined above, update some of the photos (add photos showing P&R, CityConnect, Tour de France activities etc), provide a front cover and use for the adopted version in January 2015.

Report Appendices

3.7 Attached to this report is:

- Appendix 1 – the July 2012 Planning Board report
- Appendix 2 – the proposed text changes to the approved 2012 SPD
- Appendix 3 – 2012 SPD graphics version

4 Corporate Considerations

4.1.1 Consultation and Engagement

4.1.1 The 2007 draft document went through a full statutory consultation in May 2007. An initial consultation report was prepared and the comments taken into account in the revised document.

4.2 Further to the publication of national guidance in 2009 and experience of using the draft document the SPD was substantially redrafted. This updated SPD was opened up to a wider internal consultation with the document sent out in May 2011.

4.3 A formal external consultation (including Ward Members, Parish Councils, local interest groups, statutory bodies, developers, agents, transport consultants & LCC internal) was undertaken in August / September 2011. 16 responses were received (2 Ward Member / Parish Council, 4 LCC internal, 5 developer / agent, 5 other interest group).

4.4 A number of changes were made to the SPD as a result of these consultation processes. A full consultation report covering both the 2007 and 2011 consultation events was annexed to the 2012 report.

4.5 The SPD has undergone minor updates in 2014 to reflect national and local policy changes. It is considered there is no requirement or need to further consult on the document which has been actively used since September 2012.

Equality and Diversity / Cohesion and Integration

4.6 An equality, diversity, cohesion and integration screening has been prepared and determined that a full impact assessment is not required for the approvals requested. The screening report is available as a background document and has been published on the Council website.

4.7 The SPD has the potential for a positive impact on many Equality Characteristics as outlined in the Screening report due to the promotion of more accessible mode of travel. No negative impacts were identified.

Council policies and City Priorities

4.8 The adopted Core Strategy policies directly relating to travel plans are set out at paragraph 3.3.

4.9 The LSSE project complies with various council and partnership policies and strategies relevant to improving the quality and access to public transport and active modes such as walking and cycling.

4.10 The proposals accord with the Leeds City Priority Plan 2011 to 2015 which sets out a shared set of strategic outcomes and improvement priorities for the city. LSSE fits within 'Best City... for business' in helping the economic growth of Leeds. This plan also supports the delivery of the longer term objectives in the Vision for Leeds 2011 to 2030.

4.11 Core Strategy policies SP3, SP4, SP8, SP11, CC3, T1 and T2 support the improvement of sustainable travel modes and connectivity.

Resources and value for money

4.12 The costs and staff time associated with the development of the SPD and publication costs can be met from within existing service resources.

4.13 An electronic version will be freely available on the Council website for download reducing the number of printed copies that are required.

Legal Implications, Access to Information and Call In

4.14 The SPD has legal implications for the validation and determination of planning applications, and requirement for legal agreements. Legal Services have provided comment on the document at each stage, and have no issues with the final version.

Risk Management

4.15 The current approved SPD on Travel Plans is not formally adopted and now out of date in terms of the Core Strategy. As a consequence there is the increasing risk that the policy basis for requiring the right form of travel plan and review fees could be challenged and that inadequate travel plans are accepted as the policy backing does not exist to require more rigorous documents. It is therefore important that the SPD is updated and adopted as soon as possible.

5 Conclusions

5.1 The Travel Plan SPD has been updated to reflect the latest local and national policy position. It continues to embody the best practice advice provided by Government and others and is consistent with the NPPF. It is proposed to formally adopt the SPD as part of the Local Development Framework.

6 Recommendations

6.1 The Chief Planning Officer is requested to:

- i) Note the contents of this report and attached documents; and
- ii) Approve the Travel Plan Supplementary Planning Document and its formal adoption as part of the Leeds Local Development Plan Framework.

7 Background documents ¹

- i) Equality, Diversity, Cohesion and Integration Screening Report

¹ ¹ The background documents listed in this section are available for inspection on request for a period of four years following the date of the relevant meeting. Accordingly this list does not include documents containing exempt or confidential information, or any published works. Requests to inspect any background documents should be submitted to the report author.

Appendix 1
July 2012 Planning Board Report

Appendix 2

2014 Text Updates

Note: This does not include the updates in Chapter 11 to the online resources or amendments to the Glossary at Chapter 12

- 1.1.2 → The supplementary advice contained in this document is intended to elaborate on the policy requirement relating to travel plans included in the adopted [Leeds Core Strategy: Unitary Development Plan \(UDP\)](#) namely [Policy T2G](#).¶

- ~~“(iv) Travel plans will be required to accompany planning applications in accordance with national thresholds and the Travel Plans SPD.” All planning applications which are significant generators of travel demand must be accompanied by a travel plan.” (LCC 201406)¶~~*

- 2.1.2 → The supplementary advice contained in this document is intended to elaborate on the policy requirement relating to travel plans included in the adopted [Leeds Core Strategy: Unitary Development Plan \(UDP\)](#) namely [Policies T1 and y-T2G](#).¶

- ~~“All planning applications which are significant generators of travel demand must be accompanied by a travel plan.” (LCC 2006)¶~~*

- ~~2.1.3 → The UDP policies are saved until such time as they are superseded by policies of the new Local Development Framework (LDF) documents. To provide continuity for Supplementary Policy, the City Council intends the principles of the UDP ‘parent’ policies to be replicated in LDF documents.¶~~

- ~~2.1.62.1.5 → The contents of this SPD have been prepared in line with the Department for Transport (DfT) / Department for Communities and Local Government (DCLG) Good Practice Guidelines: Delivering Travel Plans through the Planning Process (April 2009) and [the Planning Practice Guidance \(March 2014\)](#) and should be read in conjunction with [those at documents](#).¶~~

3.2 → **The Objectives of a Travel Plan**

- 3.2.1 → National Planning Guidance sets out that 'planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable' (DCLG 2014) makes it clear that the relevance of a travel plan to the planning process "lies in the delivery of sustainable transport objectives, including:
 - reduction in car usage (particularly single occupancy journeys) and increased use of public transport, walking and cycling
 - reduced traffic speeds and improved road safety and personal security particularly for pedestrians and cyclists; and
 - more environmentally friendly delivery and freight movements, including home delivery services"
- 3.2.1 → (PPG13-DCLG-2011)

4.2 → **Local Policy Context**

- 4.2.1 → The adopted Core Strategy (LCC 2014) Leeds Unitary Development Plan Review (LCC 2006) recognises that development control provides an opportunity to seek to modify travel demands and habits. This can be through a requirement for travel plan measures to be identified at the planning application stage and secured via planning condition or legal agreements entered into through section 106 of the Town and Country Planning Act 1990 (as amended by the Planning and Compensation Act 1991).

- 4.2.2 → The Core Strategy UDP Review therefore includes the following policies Policy T2C.

POLICY T1: TRANSPORT MANAGEMENT

To complement the provision of new infrastructure and Proposal 11 of the Local Transport Plan the Council will support the following management priorities:

(ii) Sustainable travel proposals including travel planning measures for employers and schools. Further details are provided in the Travel Plan SPD and the Sustainable Education Travel Strategy

POLICY T2: ACCESSIBILITY REQUIREMENTS AND NEW DEVELOPMENT

New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

(iv) Travel plans will be required to accompany planning applications in accordance with national thresholds and the Travel Plans SPD. All planning applications which are significant generators of travel demand must be accompanied by a travel plan.

It is these is key local policies that this SPD is designed to amplify.

- 4.2.3 → The UDP is to be progressively replaced by the emerging Local Development Framework which will include a Core Strategy, Area Action Plans (AAPs) and Supplementary Planning Documents, of which this document is one. Appendix 3 of the Core Strategy Preferred Approach (2009) lists those policies to be 'saved' from the Leeds UDP and includes Policy T2C.

- 4.2.4 → It is expected that the UDP policy T2C will be superseded by a new comparable policy in the Core Strategy. Once adopted, such policy will become the parent policy for this SPD.

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8.3 → Travel Plan Targets and Indicators

- 8.3.1 → The Planning Practice Guidance (DCLG 2014) PPG13 (DCLG 2011) sets out that travel plans 'should identify the specific required outcomes, targets, and measures, and set clear future monitoring and management arrangements all of which should be proportionate. They should also consider what additional measures may be required to offset unacceptable impacts if the targets should not be met.' 'should have measurable outputs which might relate to targets in the local transport plan...'

- 10.4.2 → Charges will be £500 per annum for up to 100 employees / 100 residential units then increasing at the rate of £1.00 per employee / or residential unit to a maximum of £4,000 per annum. This review fee will be subject to periodical review.

▪ 10.7. Failure to Reach Agreement on a Travel Plan ¶¶

▪ 10.7.1. "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 legally secured" (DCLG 2011). If the transport issues for a particular development are such that if they are not addressed by the travel plan, the proposal could aggravate existing congestion or public transport capacity problems, the application should be considered for refusal on grounds similar to those set out below: ¶¶

▪ **The proposal has failed to provide the required commitments and measures in its submitted Travel Plan which are considered necessary to address the issues identified in the Transport Assessment (or Statement), such that existing traffic congestion and public transport service and capacity problems in the vicinity of the site will be aggravated and the sustainability requirements of the NPPF and the policy requirement of Core Strategy policy T2 PPS1 and PPG13 and the policy requirements of UDP Policy T2C (as amplified in the Travel Plan SPD) will not be met.** ¶¶

¶¶

▪ 13.1.4. The online Planning Practice Guidance (March 2014) provides further clarity on the travel plan requirements set out in the NPPF and supports the more detailed principles set out in the 2009 Good Practice Guidelines. The guidance sets out the importance of travel planning and the positive contributions to sustainable travel; lessening traffic generation; reducing carbon emissions; creating accessible, connected communities; improving health outcomes and quality of life; improving road safety; and reducing the need for new development to increase road capacity or provide new roads. ¶¶

▪ 13.1.4. Planning Policy Guidance Note 13 – Transport (DCLG 2011) notes that ¶¶

▪ "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. Local authorities are expected to consider setting local targets for the adoption of travel plans by local businesses and other organisations and to set an example by adopting their own plans" ¶¶

▪ "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." ¶¶

13.1.5 Travel plans cannot, however, be expected to make a site that is in principle wholly unsustainable in planning and transport terms into a sustainable one. They should not be used as a justification for approving such schemes (PPG13 & GPG). A travel plan may, however, enable the otherwise harmful transport impacts to be sufficiently reduced to allow planning permission to be granted, but not in all cases. ¶

13.1.6 The Department for Transport has a website portal dedicated to 'Smarter Choices' (see Section 11). This contains a range of studies and reports on techniques for influencing peoples' travel behaviour towards more sustainable options. ¶

13.1.7 'The Essential Guide to Travel Planning' (DfT 2007), updates the previous 'Travel Plan Resources Pack for Employers' on developing and implementing travel plans for businesses. It draws together the tried and tested experience of those already in operation. ¶

13.1.8 National planning policy places emphasis on the achievement of sustainable development. At its core is the 'Planning Policy Statement 1 - Delivering Sustainable Development' (ODPM 2005) which directly supports the use of travel plans from both an environmental and social viewpoint. The supplement to PPS1: Planning and Climate Change (DCLG 2007) sets out

how planning should help shape places with lower carbon emissions and resilience to the impact of climate change. PPS3: Housing (DCLG 2010), also highlights the need for housing to be sustainable and environmentally friendly. ¶

13.3 Regional Policy

13.3.1 The introduction of travel plans is a key element of the Transport Strategy of the Yorkshire and Humberside Regional Spatial Strategy (YHA 2006) and was supported by Policy T1, Personal Travel Reduction and Modal Shift.

"The Region will facilitate a reduction in travel demand and a shift to modes with lower environmental impacts by a range of complementary measures – from land use policies through to measures that discourage inappropriate car use, encourage the use of lower emission vehicles and promote the highest standards of safety and personal security."

The growth of congestion should be addressed through positive measures including:

- *improvements to public transport, both strategic (as Policy T3) and local*

- *the use by employers of travel plans, which include modal share targets and encourage more flexible working and school hours*

- *incentives to use public transport at new housing developments*

- *improved facilities for cyclists and pedestrians*

- *using wider travel options such as the West Yorkshire Yellow Bus Initiative and safe routes to schools*

- *encouragement of travel awareness campaigns, car clubs and car sharing*

→ *(YHA 2006)*

Appendix 3

2012 SPD Graphics draft