

Planning Policy Guidance 13: Transport

On 5th May 2006 the responsibilities of the Office of the Deputy Prime Minister (ODPM) transferred to the Department for Communities and Local Government.

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Summary

Planning Policy Guidance 13's (PPG13) objectives are to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight.

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1. Introduction and Summary

Transport Policy Context

1. Our quality of life depends on transport and easy access to jobs, shopping, leisure facilities and services; we need a safe, efficient and integrated transport system to support a strong and prosperous economy. But the way we travel and the continued growth in road traffic is damaging our towns, harming our countryside and contributing to global warming.

2. In response to this challenge, the Government set out its policy for the future of transport in the White Paper "A New Deal for Transport: Better for Everyone" (July 1998), to extend choice in transport and secure mobility in a way that supports sustainable development. The New Deal for Transport aims to deliver an integrated transport policy. This means integration:

1. within and between different types of transport;
2. with policies for the environment;
3. with land use planning; and
4. with policies for education, health and wealth creation.

The Transport Act 2000 provides a statutory basis for a number of measures in the White Paper. In addition the Government has published Transport 2010: The 10 Year Plan. This is based on a partnership between the public and private sectors to provide a modern integrated high quality transport system.

3. Land use planning has a key role in delivering the Governments integrated transport strategy. By shaping the pattern of development and influencing the location, scale, density, design and mix of land uses, planning can help to reduce the need to travel, reduce the length of journeys and make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking, and cycling. Consistent application of these planning policies will help to reduce some of the need for car journeys (by reducing the physical separation of key land uses) and enable people to make sustainable transport choices. These policies are therefore part of the Governments overall approach to addressing the needs of motorists, other road and public transport users, and business by reducing congestion and pollution and achieving better access to development and facilities. They will also help to promote sustainable distribution. In this way, planning policies can increase the effectiveness of other transport policies and help maximise the contribution of transport to improving our quality of life.

Objectives

4. The objectives of this guidance are to integrate planning and transport at the national, regional, strategic and local level to:

1. promote more sustainable transport choices for both people and for moving freight;
2. promote accessibility to jobs, shopping, leisure facilities and services by public

transport, walking and cycling, and

3. reduce the need to travel, especially by car.

5. This guidance sets out the circumstances where it is appropriate to change the emphasis and priorities in provision between different transport modes, in pursuit of wider Government objectives. The car will continue to have an important part to play and for some journeys, particularly in rural areas, it will remain the only real option for travel.

6. In order to deliver the objectives of this guidance, when preparing development plans and considering planning applications, local authorities should:

1. actively manage the pattern of urban growth to make the fullest use of public transport, and focus major generators of travel demand in city, town and district centres and near to major public transport interchanges;

2. locate day to day facilities which need to be near their clients in local centres so that they are accessible by walking and cycling;

3. accommodate housing principally within existing urban areas, planning for increased intensity of development for both housing and other uses at locations which are highly accessible by public transport, walking and cycling;

4. ensure that development comprising jobs, shopping, leisure and services offers a realistic choice of access by public transport, walking, and cycling, recognising that this may be less achievable in some rural areas;

5. in rural areas, locate most development for housing, jobs, shopping, leisure and services in local service centres which are designated in the development plan to act as focal points for housing, transport and other services, and encourage better transport provision in the countryside;

6. ensure that strategies in the development and local transport plan complement each other and that consideration of development plan allocations and local transport investment and priorities are closely linked;

7. use parking policies, alongside other planning and transport measures, to promote sustainable transport choices and reduce reliance on the car for work and other journeys;

8. give priority to people over ease of traffic movement and plan to provide more road space to pedestrians, cyclists and public transport in town centres, local neighbourhoods and other areas with a mixture of land uses;

9. ensure that the needs of disabled people as pedestrians, public transport users and motorists - are taken into account in the implementation of planning policies and traffic management schemes, and in the design of individual developments; consider how best to reduce crime and the fear of crime, and seek by the design and layout of developments and areas, to secure community safety and road safety; and

10. protect sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements.

Integration Between Planning and Transport

7. To assist in the co-ordination of transport and land use planning, local planning and highway authorities should have regard to the Regional Transport Strategy (RTS) which forms part of the Regional Planning Guidance (RPG). RTSs provide the long-term strategic framework which informs development plans, local transport plans and transport operators in developing their plans and programmes. In preparing the RTS, the Regional Planning Body (RPB) should identify transport needs and integrated strategies for meeting them. The RPB will have worked closely with a wide range of transport and transport user interests and this should ensure that the RTS represents a broad consensus on the key transport issues at the regional level. Although the RTS covers a fifteen to twenty year period, it is important that it specifies the immediate five year regional transport priorities within the long term strategy to assist the development of local transport plans. The RTS should take account of existing plans and programmes of transport operators, the Strategic Rail Authority (SRA) and Railtrack and help inform their subsequent development.

8. PPG11 on Regional Planning provides guidance on the preparation of the RTS and sets out those issues which the RTS, and more widely RPG, should cover. It also provides advice on the treatment of new regional transport investment, previously covered in PPG13 (1994). The RPB and other stakeholders in preparing RPG and the RTS should take into account the policies set out in PPG13.

9. PPG12 on Development Plans provides advice about maintaining consistency between local transport plans and development plans. Separate arrangements for London are set out in Annex A. The guidance also provides advice on the treatment of transport policies in development plans. It emphasises that only those policies which are genuinely strategic should appear in structure plans/UDPs (part1). Policies with a degree of site specificity are best dealt with at the local plan level. It further advises on the appraisal which should form part of the process of drawing up development plans¹.

10. Local transport plans (for authorities outside London) have a central role in co-ordinating and improving local transport provision. Guidance on Full Local Transport Plans (DETR March, 2000) provides advice on the transport measures which should form part of the local approach to the integration of planning and transport. The Transport Act 2000 makes the preparation of local transport plans a statutory requirement.

11. Local air quality is a key consideration in the integration between planning and transport. Local authorities are required under Part IV of the Environment Act 1995 to review and assess air quality in their areas, and to designate air quality management areas (AQMAs) and draw up action plans where national policies and instruments alone appear unlikely to deliver the Government's health-based national air quality objectives. These action plans will need to be closely integrated with and reflected in local transport plans and other local and regional planning and transport strategies².

¹ See also Annex C of PPG13, Environmental Impact Assessment.

² The DETR published guidance to local authorities in March 2000 on Air Quality and Land Use

Planning (LAQM G4(00) and Air Quality and Transport LAQM G3(00)). Copies are available from DETR Publication Centre, Rotherham, Tel 01709 891 318, or via the DETR's website.

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2. Planning Policies

Housing

12. Policies on the development of housing are set out in PPG3 on Housing (March 2000). What follows draws out some of the implications for transport.

13. To promote more sustainable patterns of development and make better use of previously developed land, the focus for additional housing should be existing towns and cities. PPG3 requires local planning authorities to build in ways which "exploit and deliver accessibility by public transport to jobs, education and health facilities, shopping, leisure and local services". PPG3 also requires local authorities to "place the needs of people before ease of traffic movement in designing the layout of residential developments" and to "seek to reduce car dependence by facilitating more walking and cycling, by improving linkages by public transport between housing, jobs, local services and local amenity, and by planning for mixed use"³.

14. In identifying sites to be allocated for housing in local plans and UDPs, local planning authorities should follow a search sequence, starting with the re-use of previously-developed land and buildings within urban areas, then urban extensions, and finally new development around nodes in good public transport corridors. Local planning authorities in assessing the suitability of sites for housing development should, amongst other things, consider their location and accessibility "to jobs, shops and services by modes other than the car, and the potential for improving such accessibility"⁴.

15. Local planning authorities should make sufficient land available either within or adjoining existing villages to meet the needs of local people but villages will "only be suitable locations for accommodating significant additional housing" where it can be demonstrated that additional housing will support local services, such as schools or shops, which could become unviable without some modest growth (this may particularly be the case where the village has been identified as a local service centre in the development plan), additional housing is needed to meet local needs, and the development can be designed sympathetically and laid out in keeping with the character of the village⁵.

16. To promote more sustainable residential environments local planning authorities should "avoid the inefficient use of land" (avoiding developments of less than 30 dwellings per hectare net), encourage housing development which makes more efficient use of land (between 30 and 50 dwellings per hectare net) and "seek greater intensity of development at places with good public transport accessibility, such as city, town, district and local centres or around major nodes along good quality public transport corridors". Local planning authorities should "examine critically the standards they apply to new development, particularly with regard to roads, layouts and car parking, to avoid the profligate use of land"⁶.

17. PPG3 requires parking policies to "be framed with good design in mind, recognising that car ownership varies with income, age, household type, and the type of housing and its location". They should not be expressed as minimum standards. Local authorities "should revise their parking standards to allow for significantly lower levels of off-street parking provision, particularly for developments in locations, such as town centres, where services are readily accessible by walking, cycling or public transport"⁷.

General Principles on Jobs, Shopping, Leisure and Services

18. The overall approach on jobs, shopping, leisure and services (which includes education and health uses) outlined below, should be applied by all authorities in the preparation of RPG, when preparing or amending their development plans, and in determining planning applications for such uses. It is complementary to, and does not replace, the guidance in PPG6 on Town Centres and Retail Developments. Additional specific advice relating to particular uses is given in paragraphs 32 to 39 of this guidance, and on the use of travel plans in paragraphs 87 to 91. Local circumstances will influence how best to implement the policies, and paragraphs 40 to 44 provide additional advice on the approach to be taken in rural areas. This overall approach does not apply to warehousing and distribution uses; guidance in relation to these is provided in the section on freight in paragraphs 45 to 47.

Accessibility

19. A key planning objective is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking, and cycling. This is important for all, but especially for those who do not have regular use of a car, and to promote social inclusion. In preparing their development plans, local authorities should give particular emphasis to accessibility in identifying the preferred areas and sites where such land uses should be located, to ensure they will offer realistic, safe and easy access by a range of transport modes, and not exclusively by car^a (rural authorities should take note of the advice in paragraphs 40 to 44). RPG should set a strategic framework for this exercise through the use of public transport accessibility criteria for regionally or sub-regionally significant levels or types of development.

Linking Planning and Transport

20. Local authorities should seek to ensure that strategies in the development plan and the local transport plan are complementary: consideration of development plan allocations and local transport priorities and investment should be closely linked. Local authorities should also ensure that their strategies on parking, traffic and demand management are consistent with their overall strategy on planning and transport. In developing the overall strategy, local authorities should:

1. focus land uses which are major generators of travel demand in city, town and district centres and near to major public transport interchanges. City, town and district centres should generally be preferred over out of centre transport interchanges. Out-of-town interchanges should not be a focus for land uses which are major generators of travel demand;
2. actively manage the pattern of urban growth and the location of major travel

generating development to make the fullest use of public transport. This may require the phasing of sites being released for development, in order to co-ordinate growth with public transport improvements, and ensure it is well related to the existing pattern of development;

3. take into account the potential for changing overall travel patterns, for instance by improving the sustainability of existing developments through a fully co-ordinated approach of development plan allocations and transport improvements; and

4. locate day to day facilities which need to be near their clients in local and rural service centres, and adopt measures to ensure safe and easy access, particularly by walking and cycling. Such facilities include primary schools, health centres, convenience shops, branch libraries and local offices of the local authority and other local service providers.

Local planning authorities should also encourage the provision of leisure and entertainment facilities serving local catchments and make provision for attractive local play areas, public open space and other recreational facilities in locations likely to be accessible without use of a car.

Key Sites

21. Local authorities should seek to make maximum use of the most accessible sites, such as those in town centres and others which are, or will be, close to major transport interchanges. These opportunities may be scarce. They should be pro-active in promoting intensive development in these areas and on such sites. They should develop a clear vision for development of these areas^a, prepare site briefs and, where appropriate, consider using compulsory purchase powers to bring development forward. Local authorities should review their development plan allocations and should:

- allocate or reallocate sites which are (or will be) highly accessible by public transport for travel intensive uses (including offices, retail, commercial leisure, hospitals and conference facilities), ensuring efficient use of land, but seek, where possible, a mix of uses, including a residential element; and
- allocate or reallocate sites unlikely to be well served by public transport for uses which are not travel intensive.

Partnership

22. Good partnerships between local authorities, transport providers and operators, developers, businesses and local residents are essential to achieving the objectives of this guidance. Local authorities should work with business, community and transport interests to ensure that plans and proposals are feasible. Likewise developers should discuss proposals with the local authority and transport providers and operators at the earliest stage.

Assessment

23. Where developments will have significant transport implications, Transport Assessments should be prepared and submitted alongside the relevant planning applications for development. Transport Assessments replace Traffic Impact Assessments, and the Department will issue good practice advice on their content and preparation. The coverage and detail of the Transport Assessment should reflect the scale of development and the extent of the transport implications of the proposal. For small schemes, the Transport Assessment should simply outline the transport aspects of the application. For major proposals, the assessment should illustrate accessibility to the site by all modes and the likely modal split of journeys to and from the site. It should also give details of proposed measures to improve access by public transport, walking and cycling, to reduce the need for parking associated with the proposal and to mitigate transport impacts¹⁰. Where appropriate, a travel plan should be included.

24. These assessments enable local planning authorities better to assess the application and provide a basis for discussion on details of the scheme, such as the level of parking, the siting of buildings and entrances, and the need for further measures to improve access arrangements to the site. Details of any firm proposals to improve the access to a site (particularly where included in the local transport plan) should be taken into consideration when assessing the suitability of a site for development.

25. Prospective developers should hold early discussions with the local authority in order to clarify whether proposals are likely to be acceptable in transport terms and to scope the requirements of any Transport Assessment. Where proposals are clearly in line with planning policy (for instance where they accord with the preferred locations in the development plan and include measures to improve access by non car modes) it should increase the likelihood of a planning permission being granted without undue delay. In these circumstances, the local authority may want to reduce the requirements and coverage of the Transport Assessment to deal with those aspects necessary to finalising the scheme.

26. Development comprising jobs, shopping, leisure and services should offer a realistic choice of access by public transport, walking, and cycling. This should be assessed in terms of how easy it is to get to the site comparing the different modes (taking into account journey times, public transport frequency, quality, safety, and access for disabled people). Development comprising jobs, shopping, leisure and services should not be designed and located on the assumption that the car will represent the only realistic means of access for the vast majority of people.

27. Developers putting forward large development proposals (possibly incorporating a number of individual elements) which involve major generators of travel demand need to be flexible in terms of considering the potential for tailoring, reducing, or splitting projects so that they can be accommodated in the preferred locations in the development plan or other sites which are highly accessible by non car modes. Where a development comprising jobs, shopping, leisure and services is proposed outside the preferred locations identified in the development plan, the onus will be on the developer to demonstrate why it cannot fit into the preferred locations, and to illustrate how the accessibility of the proposed development by all modes compares with other possible sites.

Design, Safety and Mix of Uses

28. The physical form and qualities of a place, shape - and are shaped by - the way it is used and the way people and vehicles move through it. New development should help to create places that connect with each other sustainably, providing the right conditions to encourage walking, cycling and the use of public transport. People should come before traffic. Places that work well are designed to be used safely and securely by all in the community, frequently for a wide range of purposes and throughout the day and evening. Local authorities in partnership with the police should promote designs and layouts which are safe (both in terms of road safety and personal security) and take account of crime prevention and community safety considerations. Places Streets and Movement: a Companion Guide to Design Bulletin 32 (Residential Roads and Footpaths) provides advice on the design of residential areas, but the approach set out in this publication should be applied more generally¹¹.

29. The Government places great emphasis on people being able to travel safely whatever their chosen mode¹². The planning system has a substantial influence on the safety of pedestrians, cyclists and occupants of vehicles through the design and layout of footpaths, cycleways and roads. Planning can also influence road safety through its control of new development. When thinking about new development, and in adapting existing development, the needs and safety of all in the community should be considered from the outset, and addressed in the Transport Assessment accompanying development proposals, taking account of the importance of good design.

30. Mixed use development can provide very significant benefits, in terms of promoting vitality and diversity and in promoting walking as a primary mode of travel. However, it should not be assumed that the juxtaposition of different uses will automatically lead to less car dependency. Planning policies should therefore aim to:

1. produce a broad balance at the strategic level between employment and housing, both within urban areas and in rural communities, to minimise the need for long distance commuting;
2. focus mixed use development involving large amounts of employment, shopping, leisure and services in city, town and district centres, and near to major public transport interchanges (see paragraph 20); and
3. encourage a mix of land uses, including housing, in town, suburban and local centres

Mobility Issues

31. The Government wants to promote public transport that is accessible to disabled people and a pedestrian environment that enables them to make use of it. However, for some disabled people there is no substitute for the private car. Local authorities, developers and transport providers should work together to seek to meet the accessibility

needs of disabled people in all developments by:

1. taking account of their needs, in terms of access arrangements and parking spaces, in location and parking policies. In particular, policies to reduce the level of parking must ensure that there are adequate numbers of suitably designed parking spaces for disabled people;
2. giving attention to the needs of disabled people in the design, layout, physical conditions and inter-relationship of uses. In particular, ensuring that town centres and residential areas have well defined and safe access arrangements for disabled motorists, disabled public transport users and disabled pedestrians, including those who are blind or partially sighted; and
3. ensuring developments, including transport infrastructure, are accessible to and usable by disabled people as motorists, public transport users and pedestrians - through decisions on location, design and layout¹³.

(B1) Offices and ICT

32. Within the context of guidance set out in PPG11 and PPG12 (particularly on promoting clusters and networks of knowledge driven companies) local authorities should adopt a positive, plan-led approach to identifying preferred areas and sites for B1 uses which are (or will be) as far as possible highly accessible by public transport, walking, and cycling. They should give reasonable flexibility in terms of the range of employment uses which are appropriate on identified sites. Businesses should make every effort - for instance by adopting travel plans - to encourage car sharing, and use of non-car modes of transport.

33. The introduction of new information and communications technology (ICT) is enabling rapid changes to be made in the size, specification and location of development, particularly in the service sector and the knowledge based economy with consequent implications for planning policy. Although the effects of ICT are difficult to predict, it is creating opportunities to reduce the need to travel. ICT is facilitating increased flexibility in working patterns, including more home working, which has the potential to reduce daily commuting to work and enable some journeys to take place outside the peak periods. It also has the potential to increase the distance between homes and places of work, resulting in less frequent, but longer, journeys that may make less use of public transport.

34. Local authorities in both urban and rural areas should be alert to the possibilities for harnessing the use of new technologies to encourage local employment opportunities which reduce the need to travel. They should take a flexible approach to the use of residential properties for home working, consistent with the need to protect the amenity of the area for any neighbouring residential uses.

Retail and Leisure

35. Policies for retail and leisure should seek to promote the vitality and viability of existing town centres, which should be the preferred locations for new retail and leisure developments. At the regional and strategic level, local authorities should establish a hierarchy of town centres, taking account of accessibility by public transport, to identify preferred locations for major retail and leisure investment. At the local level, preference should be given to town centre sites, followed by edge of centre and, only then, out of centre sites in locations which are (or will be) well served by public transport. Where there is a clearly established need for such development and it cannot be accommodated in or on the edge of existing centres, it may be appropriate to combine the proposal with existing out of centre developments, provided that improvements to public transport can be negotiated. This is a summary of guidance in PPG 6.

36. It is too early to tell what effect increasing use of the internet for shopping and just-in-time delivery will have on the size and location of retail businesses. However, if these changes enable a reduction in the size of some retail outlets (due to less stock on site) it may present increased opportunities for shops to be located in existing town centres. There may also be an increasing emphasis on the distribution of shopping, particularly groceries, from local district and neighbourhood locations. Local authorities should seize the opportunity to use new technology to promote urban renaissance and to reinforce the existing role of town, district and local centres.

Leisure, Tourism and Recreation

37. Developments involving leisure, tourism and recreation which generate large amounts of travel should accord with the advice contained in this guidance. In determining the acceptability of such developments where they are proposed near to existing buildings, monuments, physical features or landscapes and which will not be well served by public transport, the local planning authority should:

1. consider the extent to which the proposal needs to be in the proposed location, including whether the development has a meaningful link with the particular location or attraction;
2. pay particular attention to the scale, layout, parking and access arrangements; and
3. seek measures to increase access to the site by sustainable transport modes, and the use of traffic management and appropriate parking policies near to the site.

Advice on the planning aspects of sport is given in PPG 17 (Sport and Recreation) and of tourism in PPG 21 (Tourism)

Education and Health

38. Higher and further education establishments, schools and hospitals are major generators of travel and should be located so as to maximise their accessibility by public transport, walking and cycling. Similarly, proposals to develop, expand or redevelop

existing sites should improve access by public transport, walking and cycling. (See also paragraphs 87 to 91 on travel plans). Where related accommodation is to be provided, it should have ready access to the site by non-car modes.

39. New health facilities should be planned to maximise accessibility by non-car modes of transport, whilst at the same time providing good access arrangements for emergency vehicles and those who need to use cars. It is important that those considering new health facilities have early discussions with the local authority, ideally at Capital Investment Appraisal Stage (ie Strategic or Outline Business Case Stage for all schemes over £1million)¹⁴, to ensure proposals meet the objectives of this guidance. New intermediate health care facilities should, where possible, be located in town, district or local centres, where they will be highly accessible by non car modes of transport and where the facilities can reinforce the range of services provided by these centres.

Rural Areas

40. In rural areas, the potential for using public transport and for non-recreational walking and cycling is more limited than in urban areas. However, the need for the same overall policy approach outlined in paragraphs 18 to 31 is as great in rural areas as it is in towns in order to help promote social inclusion, and reduce isolation for those without use of a car. The objective should be to ensure, subject to paragraph 43, that jobs, shopping, leisure facilities and services are primarily sited at the most accessible locations in the local area, or where accessibility will be improved as a result of the local transport plan provision or other measures that the local authority intends to take. This will require an integrated approach to plan location decisions, service delivery and transport provision together. Local circumstances will need to be taken into account and what is appropriate in a remote rural area may be very different from rural areas near to larger towns.

41. In remote locations well away from large urban areas, local authorities should focus most development comprising jobs, shopping, leisure and services in or near to local service centres, subject to paragraph 43, to help ensure it is served by public transport and provides some potential for access by walking and cycling. These centres (which might be a market town, a single large village or a group of villages) should be identified in the development plan as the preferred locations for such development. They should also be the main focus for significant additional housing, to enable it to be accessible to a range of services and to help support the use and quality of local services (see paragraph 15). Where previously-developed land is available for housing in rural areas it should be subject to evaluation as in paragraphs 30 and 31 of PPG3 which includes an access consideration. The availability of previously developed land is not, in itself, a sufficient reason for developing in such locations.

42. This overall approach will provide the context for the local transport plan strategy, a key aim of which should be to encourage greater use of public transport, walking and cycling (both on their own and in combination with the use of cars, motorcycles, taxis etc) for journeys in rural areas both by visitors and local people. In addition, local service providers, including health and education, need to work together to achieve the maximum benefit in terms of service delivery. This may mean the flexible and shared use of existing transport and delivery services (including post and school buses, mobile libraries and other local authority services) and co-operative links to commercial activities such as home delivery and freight/logistics firms.

43. In order to reduce the need for long-distance out-commuting to jobs in urban areas, it is important to promote adequate employment opportunities in rural areas. Diversification of agricultural businesses is increasingly likely to lead to proposals for conversion or re-use of existing farm buildings for other business purposes, possibly in remote locations. PPG7 indicates that for development related to agriculture and for farm diversification, appropriate new buildings may also be acceptable. In plan policies and development control decisions, local authorities should encourage farm diversification proposals particularly, but not exclusively, where this enables access by public transport, walking and cycling. They should be realistic about the availability, or likely availability, of alternatives to access by car. Similarly, they should not reject proposals where small-scale business development or its expansion would give rise to only modest additional daily vehicle movements, in comparison to other uses that are permitted on the site, and the impact on minor roads would not be significant.

44. In determining the appropriate strategy for employment in rural areas, it is important to consider the scale, impact and likely catchment area of developments. Local authorities will need to weigh up the policy concerns but in general terms the larger the number of staff employed on site the greater the need to ensure the development is accessible by public transport, walking and cycling. Depending on the nature of the use, this may mean locating larger employment uses in or near to a designated local service centre. Employment uses which are regional or sub-regional in scale should be located where they accord with regional planning guidance and where they offer a realistic choice of access by a range of transport modes. Advice on development in rural areas is given in PPG7.

Freight

45. The Government has set out its policy framework on freight in its Sustainable Distribution Strategy (March 1999). While road transport is likely to remain the main mode for many freight movements, land use planning can help to promote sustainable distribution, including where feasible, the movement of freight by rail and water. In preparing their development plans and in determining planning applications, local authorities should:

1. identify and, where appropriate, protect sites and routes, both existing and potential, which could be critical in developing infrastructure for the movement of freight (such as major freight interchanges including facilities allowing road to rail transfer or for water transport) and ensure that any such disused transport sites and routes are not unnecessarily severed by new developments or transport infrastructure. In relation to rail use, this should be done in liaison with the SRA which is best placed to advise on the sites and routes that are important to delivering wider transport objectives;
2. where possible, locate developments generating substantial freight movements such as distribution and warehousing, particularly of bulk goods, away from congested central areas and residential areas, and ensure adequate access to trunk roads;
3. promote opportunities for freight generating development to be served by rail or waterways by influencing the location of development and by identifying and where appropriate protecting realistic opportunities for rail or waterway connections to existing

manufacturing, distribution and warehousing sites adjacent or close to the rail network, waterways or coastal/estuarial ports; and

4. on disused transport sites consider uses related to sustainable transport first, before other uses.

46. Freight movements, particularly those serving developments near to residential areas and in town centres, are often restricted in their hours of operation, through the imposition of conditions, because of concerns over disturbance to residents. However, these restrictions can have the effect of exacerbating congestion during peak times, increasing local pollution, and discouraging further investment in central urban locations. Policies need to strike a balance between the interests of local residents and those of the wider community, including the need to protect the vitality of urban economies, local employment opportunities and the overall quality of life in towns and cities. Local authorities, freight operators, businesses and developers should work together, within the context of freight quality partnerships, to agree on lorry routes and loading and unloading facilities and on reducing vehicle emissions and vehicle and delivery noise levels, to enable a more efficient and sustainable approach to deliveries in such sensitive locations.

47. Minerals can only be worked where they are found and the transport of minerals and spoil as well as material for landfill sites can have significant environmental impacts. Local authorities should seek to enable the carrying of material by rail or water wherever possible, through partnership with extractors and rail and water operators, appropriate planning conditions and obligations, the use of DETR freight grants and promoting facilities for landing of aggregates by sea and distribution by rail or water. Mineral planning authorities should encourage the establishment of voluntary mineral site transport plans in consultation with local communities.

³ see "The Governments Objectives", paragraphs 1 - 2

⁴ see paragraphs 28-31

⁵ see paragraphs 69-71

⁶ see paragraphs 57-58

⁷ see paragraphs 59-62

⁸ The Department is preparing good practice advice on the content and preparation of Transport Assessments to be submitted alongside applications for development proposals which would have significant transport implications. Advice will also be provided on using accessibility considerations in both RPG and development plans.

⁹ The concept of Transport Development Areas (TDAs) (as set out in the report on TDAs by the Royal Institute of Chartered Surveyors, July 2000) may provide a mechanism to help integrate development and transport objectives in highly accessible locations, for instance by bringing all parties together around a shared vision. However, TDAs should not be seen as an end in themselves and local planning authorities should consider whether they represent the best way to promote the objectives of this guidance in a given location. In particular, care is needed to ensure that the level of contributions sought from developers does not act as a disincentive to

develop in these central locations (see paragraph 85 of this guidance).

¹⁰ Where proposals do not include a range of measures to improve the access to the site by non car modes, the Transport Assessment should include an illustration of the potential mode split to the site if such measures were included.

¹¹ For further advice see:

- PPG1: General Policies and Principles, and

- By Design. Urban Design in the Planning System: Towards Better Practice (DETR/Commission for Architecture and the Built Environment) May 2000

¹² See the Governments Road Safety Strategy Tomorrows Roads Safer for Everyone (March 2000).

¹³ For further advice see:

- Guidance on the Use of Tactile Paving Surfaces (1999), and
- Traffic Advisory Leaflet 5/95, Parking for Disabled People,

or contact the DETR Mobility Unit at fax 020 7944 6102 and e-mail: mu@detr.gsi.gov.uk

¹⁴ Capital Investment Appraisal Stage draws on the NHS Trusts strategic direction to establish the case for investment and provides the framework within which different capital options to meet the Trusts strategic objectives are appraised by Regional Offices, NHS Executive, NHS Estates for publicly or privately funded schemes.

3. Managing Travel Demand

Interchanges

48. Quick, easy and safe interchange is essential to integration between different modes of transport. Local authorities should promote more sustainable travel choices, by:

1. ensuring that interchange points are well related to travel generating uses, and that the design, layout and access arrangements of surrounding development and interchanges are safe and convenient so as to maximise the walking and cycling catchment population for public transport services;
2. identifying and, where appropriate, protecting sites and routes, both existing and potential, which could be critical in widening choices for passengers and ensuring that any such disused transport sites and routes are not unnecessarily severed by new development or transport infrastructure. In relation to rail use, this should be done in liaison with the SRA which can advise on the sites and routes that are important to delivering wider transport objectives, and
3. identifying interchange improvements that need to be made, and seeking funding through local transport plans, public-private partnerships and planning agreements. Further advice is given in Guidance on Full Local Transport Plans¹⁵.

Parking

49. The availability of car parking has a major influence on the means of transport people choose for their journeys. Some studies suggest that levels of parking can be more significant than levels of public transport provision in determining means of travel (particularly for the journey to work) even for locations very well served by public transport. Car parking also takes up a large amount of space in development, is costly to business and reduces densities. Reducing the amount of parking in new development (and in the expansion and change of use in existing development) is essential, as part of a package of planning and transport measures, to promote sustainable travel choices. At the same time, the amount of good quality cycle parking in developments should be increased to promote more cycle use.

50. A consistent approach on parking should be set out in the RTS to avoid wasteful competition between different locations based around the supply or cost of parking, to the detriment of sustainable development. Policies on parking should be coordinated with parking controls and charging set out in the local transport plan, and should complement planning policies on the location of development.

51. In developing and implementing policies on parking, local authorities should:

1. ensure that, as part of a package of planning and transport measures, levels of parking provided in association with development will promote sustainable transport choices;

2. not require developers to provide more spaces than they themselves wish, other than in exceptional circumstances which might include for example where there are significant implications for road safety which cannot be resolved through the introduction or enforcement of on-street parking controls;
3. encourage the shared use of parking, particularly in town centres and as part of major proposals: for example offices and leisure uses (such as cinemas) might share parking because the peak levels of use do not coincide, provided adequate attention is given at the design stage;
4. take care not to create perverse incentives for development to locate away from town centres, or threaten future levels of investment in town centres. While greater opportunities exist to reduce levels of parking for developments in locations with good access by non car modes, local authorities should be cautious in prescribing different levels of parking between town centres and peripheral locations, unless they are confident that the town centre will remain a favoured location for developers. Advice in PPG6 makes clear that good quality secure parking is important to maintain the vitality and viability of town centres, and to enable retail and leisure uses to flourish;
5. require developers to provide designated parking spaces for disabled people in accordance with current good practice¹⁶
6. where appropriate, introduce on-street parking controls in areas adjacent to major travel generating development to minimise the potential displacement of parking where on-site parking is being limited;
7. require convenient safe and secure cycle parking in development at least at levels consistent with the cycle strategy in the local transport plan; and
8. consider appropriate provision for motorcycle parking.

Maximum Parking Standards

52. Policies in development plans should set maximum levels of parking for broad classes of development. Maximum standards should be designed to be used as part of a package of measures to promote sustainable transport choices, reduce the land-take of development, enable schemes to fit into central urban sites, promote linked-trips and access to development for those without use of a car and to tackle congestion. There should be no minimum standards for development, other than parking for disabled people.

53. There is a need for a consistent approach to maximum parking standards for a range of major developments, above the relevant thresholds. The levels set out in Annex D should be applied as a maximum throughout England, but RPBs and local planning authorities may adopt more rigorous standards, where appropriate, subject to the advice in this guidance. The maximum parking standards set out in annex D do not apply to small developments, that is, those below the relevant thresholds. Local authorities should use their discretion in setting the levels of parking appropriate for small developments so as to reflect local circumstances. By virtue of the thresholds, this locally based approach will cover most development in rural areas.

54. For individual developments, the standards in Annex D should apply as a maximum unless the applicant has demonstrated (where appropriate through a Transport Assessment) that a higher level of parking is needed. In such cases the applicant should show the measures they are taking (for instance in the design, location and implementation of the scheme) to minimise the need for parking.

55. It should not be assumed that where a proposal accords with the relevant maximum parking standard it is automatically acceptable in terms of achieving the objectives of this guidance. Applicants for development with significant transport implications should show (where appropriate in the Transport Assessment) the measures they are taking to minimise the need for parking.

56. A balance has to be struck between encouraging new investment in town centres by providing adequate levels of parking, and potentially increasing traffic congestion caused by too many cars. Where retail and leisure developments are located in a town centre, or on an edge of centre site as defined by PPG6, local planning authorities should consider allowing parking additional to the relevant maximum standards provided the local authority is satisfied that the parking facilities will genuinely serve the town centre as a whole and that agreement to this has been secured before planning permission has been granted. Local planning authorities should ensure that the scale of parking is in keeping with the size of the centre and that the parking provision is consistent with the town centre parking strategy.

Parking Controls and Charges

57. As part of an overall approach on parking, covering both the local transport plan and development plan, local authorities should adopt on-street measures to complement land use policies. Car parking charges should also be used to encourage the use of alternative modes. The RTS should set out the context for parking controls and charges by each local authority. Within this context, local authorities should set out appropriate levels and charges for parking which do not undermine the vitality of other town centres. Controls over public parking (both on-street parking and in car parks) need to be backed up by adequate enforcement measures.

58. Authorities should generally refuse planning permission for car parks which do not accord with this guidance or the policies set out in the development plan or local transport plan and where appropriate should encourage redevelopment or re-use of existing parking.

Park and Ride Schemes

59. Park and ride schemes, in appropriate circumstances, can help promote more sustainable travel patterns, both at local and strategic levels, and improve the accessibility and attractiveness of town centres. Schemes can vary considerably in size and purpose and may be based around bus, light rail or rail. Well-designed and well-conceived schemes - which accord with the advice in this guidance - should be given favourable treatment through the planning system.

60. Schemes need to be developed as an integral part of the planning and transport strategy for the area, and should be included in the local transport plan and, where possible, in the development plan. Proposals need to be consistent with the strategic context set out in the RTS, and where they would have a strategic role, for instance as a rail-based scheme on a main line, they would need to be considered within the regional transport and planning context.

61. Schemes need to be subject to robust assessment, including consideration of

alternative sites, the impact on local amenity, and travel impacts, including traffic reduction and generation. Where their use is appropriate, schemes need to be designed and implemented in association with other measures, such as public transport improvements, traffic management and parking controls. Schemes should not be designed to increase significantly the total public parking stock available in a town and care should be taken (for example through tariff structures) to avoid encouraging additional travel, and especially commuting, by car. Schemes should be designed for use by disabled people, and to promote the potential for walking, cycling and motorcycle journeys to and from the site. They should also be designed and operated in order to maximise safety in the area and for those using the schemes. The English Historic Towns Forum has published a good practice guide on bus-based park and ride¹⁷.

62. In some circumstances, park and ride schemes may be permissible in the Green Belt, where assessment shows such locations to be the most sustainable of the available options, taking account of all relevant factors. The scale and design of such schemes will be crucial factors in determining whether the impacts on the openness and visual amenity of the Green Belt are acceptable. This advice should be read in conjunction with the guidance in Annex E, which contains amendments to PPG2 (Green Belts).

63. The provision of parking at urban and suburban rail stations can increase the potential catchment population for rail services, but can at the same time exacerbate road congestion in the surrounding area. At main line stations it may also discourage travellers from using local bus or train services to connect to longer distance services. Parking may also result in lower density development in the immediate vicinity of the station. Local authorities need therefore to consider the case for parking facilities at urban and suburban rail stations, and the treatment of on-street parking near to stations within the context of their local transport plan objectives and advice in this guidance, including paragraph 21 on making the most of highly accessible sites. In doing so, they should take account of the views of train operators and the SRA, and the potential for railway stations to act as park and ride sites for destinations outside the immediate locality.

Traffic Management

64. Traffic management should be undertaken in a way which complements wider planning and transport objectives. The RTS should set a clear context for traffic management (as with parking) to ensure, amongst other things, that measures within local transport plans and in development plans are not used in ways which encourage wasteful competition between centres, based around ease of access by the car. Development plans should include any policies which are directly related to the management of traffic.

65. The White Paper signalled a change in the policy framework within which roadspace might be reallocated to pedestrians, cyclists and public transport in order to accommodate and facilitate the renaissance of towns and cities. It also recognised that mopeds and motorcycles can provide an alternative to the car for some journeys, particularly where public transport is limited and walking unrealistic.

66. Well designed traffic management measures can contribute to planning objectives in a number of ways, including:

1. reducing community severance, noise, local air pollution and traffic accidents;
2. promoting safe walking, cycling and public transport across the whole journey;

3. improving the attractiveness of urban areas and allowing efficient use of land;
4. helping to avoid or manage congestion pressures which might arise in central areas from locational policies;
5. resident parking schemes and other controls to avoid on-street parking in areas adjacent to developments with limited on-site parking; and
6. producing better and safer local road conditions in rural areas and reducing the impacts of traffic in sensitive locations, while facilitating the access that is important to maintaining a vibrant rural economy.

67. In taking decisions on the management of traffic, authorities should ensure that they address the needs of all users. Within town centres and other areas with a mixture of land uses, priority should be given to people over traffic. Well designed pedestrianisation and pedestrian priority schemes generally prove popular and commercially successful, and local authorities should actively consider traffic calming and the reallocation of road space to promote safe walking and cycling and to give priority to public transport.

68. Traffic management measures should also be promoted to improve the quality of local neighbourhoods; enhancing the street environment and improving road safety particularly in sensitive locations in both urban and rural areas such as residential areas, and near shops and schools. In making decisions on the management of traffic, authorities should also consider the effects of measures on surrounding areas. New residential areas should be designed to encourage low traffic speeds and may be car free, where there is sufficient access by non car modes. In established residential areas, there needs to be creative use of traffic management tools, to allow traffic calming, including the use of 20mph zones. Local authorities should consider establishing home zones¹⁸.

69. Traffic management can also be applied in rural areas. Measures should be drawn up in consultation with the local community, be sympathetic to the character of the area and maintain the accessibility and viability of local businesses. Local authorities may consider designating roads as quiet lanes(see endnote 4), an initiative promoted by the Countryside Agency and local authorities to make selected country lanes more attractive for walking, cycling and horse riding.

Demand Management

70. The Government has made clear that congestion charging and the workplace parking levy, where introduced, need to complement the achievement of the objectives set out in this guidance. RTSs will set the regional framework within which local transport plans should bring forward proposals for these measures.

71. Local authorities should be aware of the potential for a charge or levy to increase pressure for dispersal of development away from the charged areas to locations which would be likely to be more car dependent. They will therefore need to pay particular attention to the areas to be included in any scheme, the scale and exemptions for charging, the times when charges apply, and the use to which proceeds are put, to ensure that the overall effect of measures promote town centres as preferred locations for development. Planning policies should be used to continue to resist dispersal pressures.

Public Transport

72. The likely availability and use of public transport is a very important ingredient in determining locational policies designed to reduce the need for travel by car¹⁹. Within the context of the local transport plan, local authorities should work in partnership with public transport providers and operators, and use their planning and transport powers to improve public transport in ways which will reinforce the effectiveness of location policies in the development plan. The aim should be to establish a high quality, safe, secure and reliable network of routes, with good interchanges, which matches the pattern of travel demand in order to maximise the potential usage of public transport.

73. The Governments 10 Year Plan for Transport, together with the Transport Act 2000²⁰, will help to establish greater public and private partnership, certainty and investment in public transport. This, in turn, will give greater confidence to those bringing forward major travel generating development to locate on central urban sites, in line with this guidance.

74. In preparing their development plans and determining planning applications, local authorities, in conjunction with work on the local transport plan, should:

1. identify the key routes for bus improvements and priority measures, and the measures that will be taken;
2. ensure, so far as is practicable, that traffic management measures do not impede the effectiveness of public transport services;
3. explore the potential, and identify any proposals, for improving rail travel, in liaison with the SRA, including the reopening of rail lines, or creation of new stations on existing rail lines, light rail or guided bus routes (giving due consideration to the funding and value for money of such proposals);
4. identify the potential for improved interchange between different transport services and between public transport and walking and cycling;
5. negotiate for improvements to public transport as part of development proposals, in order to reduce the need to travel by car and the level of parking at such sites, and
6. work with transport operators and other organisations to improve personal security across the whole journey.

The Guidance on Full Local Transport Plans provides advice on how local authorities should use their transport powers to improve public transport.

Walking

75. Walking is the most important mode of travel at the local level and offers the greatest potential to replace short car trips, particularly under 2 kilometres. Walking also forms an often forgotten part of all longer journeys by public transport and car. Local authorities should use their planning and transport powers to give greater priority to walking, as set out in the Governments national guidance Encouraging Walking: Advice for Local Authorities(March 2000). The Guidance on Full Local Transport Plans requires authorities to prepare local walking strategies, the main elements of which should be incorporated in their local transport plan. These strategies will set out how local authorities will improve conditions for pedestrians, and set targets relevant to the aim of encouraging more people to walk.

76. In preparing their development plans and in determining planning applications, local

authorities should:

1. in conjunction with work on preparing the local walking strategy, review existing provision for pedestrians, in order to identify the network of routes and locations (including the links between key uses such as schools, town centres and transport interchanges) where the needs and safety of pedestrians will be given priority, and the measures that will be taken to support this objective;
 2. pay particular attention to the design, location and access arrangements of new development to help promote walking as a prime means of access;
 3. promote high density, mixed use development in and around town centres and near to major transport interchanges;
 4. promote and protect local day to day shops and services which are within easy walking distance of housing;
 5. create more direct, safe and secure walking routes, particularly in and around town centres and local neighbourhoods, and to schools and stations, to reduce the actual walking distance between land uses, and to public transport; and
 6. ensure that the personal security concerns of pedestrians are addressed²¹.
77. Local authorities, as part of their local walking strategy, should also promote walking through measures such as:
1. provision of wider pavements, including the reallocation of road space to pedestrians, and environmental improvements, including improved lighting;
 2. pedestrian-friendly road crossings which give pedestrians greater priority at traffic signals and avoid long detours and waiting times, indirect footbridges or underpasses;
 3. traffic calming measures to reduce speeds, particularly near to schools, in urban residential areas (perhaps as part of a home zone) and in villages;
 4. encouraging health and education providers and employers to promote walking to and from schools and places of work, ideally in the context of site-specific travel plans;
 5. pedestrianisation schemes where vehicle access is restricted or prohibited to boost the attractiveness of town and local centres for shopping, employment and leisure uses. Schemes may include clear zones, where access is restricted to walking, cycling and low or non-polluting vehicles;
 6. encouraging more use of public rights of way for local journeys and help promote missing links in rights of way networks;
 7. partnerships with local health authorities and input to Local Health Improvement Plans; and
 8. encouraging pedestrian routes, for instance, along river banks, canal towpaths or disused railways to be highly visible and integrated with other activities, in order to maximise

pedestrian safety and security.

Cycling

78. Cycling also has potential to substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport. The Transport White Paper reaffirmed the important contribution cycling can make in an integrated transport system, and endorsed the targets and aspirations in the National Cycling Strategy. Local authorities are required to produce a local cycling strategy as part of their local transport plan. They should actively seek to establish partnerships for action with other public bodies, commercial organisations and voluntary sector groups.

79. In preparing their development plans and in determining planning applications, local authorities should:

1. in conjunction with work on the local transport plan, review existing provision for cyclists, in order to identify networks and routes, including those to transport interchanges, along which the needs and safety of cyclists will be given priority, and set out the specific measures which will be taken to support this objective. Generally these routes will use existing highways, but may also include the use of redundant railway lines or space alongside canals and rivers. Linear parks in urban areas may often provide opportunities for cycling routes;
2. influence the design, location and access arrangements of development, including restrictions on parking, to ensure it promotes cycling;
3. seek the provision of convenient, safe and secure cycle parking and changing facilities in developments and the provision of cycle storage facilities at transport interchanges, including park and ride sites;
4. seek the provision of convenient, safe and secure cycle parking in town centres;
5. seek the provision of cycle routes and cycle priority measures in major new developments. As with pedestrian routes, cycle routes should not be isolated from other activity so as to promote personal safety; and
6. where appropriate, assist in the completion of the national cycle network, and additional key links to and from the network, as well as promoting local networks.

80. Local authorities, as part of their local transport plan strategy, should also promote cycling through measures such as:

1. reducing traffic volumes on particular routes, including where relevant, restricting or diverting heavy goods vehicles;
2. traffic calming - reducing speeds, particularly in residential areas and close to schools;
3. giving priority at junctions and improving links, through the introduction of advanced stop lines, cycle bypasses, cycle gaps and contraflow cycle lanes;

4. reallocation of carriageway, to provide more space for cyclists, such as cycle lanes or bus lanes where cyclists are permitted;
5. improvement of facilities off the carriageway, such as cycle tracks or paths;
6. encouraging health and education providers and employers to promote cycling to and from schools, hospitals and places of work, ideally in the context of site-specific travel plans;
7. encouraging more use of public rights of way for local journeys and helping to promote links in rights of way networks; and
8. carefully considering the shared use of space with pedestrians when alternative options are impractical. Unsegregated shared use should be avoided where possible, particularly in well-used urban contexts²².

¹⁵ In addition, the Institute of Logistics and Transport has published *Joining Up the Journey* (April 2000) which provides guidance on improving passenger interchange for those preparing local transport plans and similar documents.

¹⁶ See Traffic Advice Leaflet 5/95, *Parking for Disabled People*.

¹⁷ *Bus Based Park and Ride: A Good Practice Guide* Second edition (May 2000).

¹⁸ Home zones aim to improve the quality of life in residential areas by using a range of environmental and traffic calming measures to reduce the impact of motor traffic, and allow streets to be used by residents for purposes other than passage. The Transport Act 2000 has given a statutory basis for home zones and quiet lanes.

¹⁹ The Transport Act 2000 requires each local transport authority to prepare a bus strategy, which is to form part of the local transport plan. The Act also provides for statutory bus quality partnerships and quality contracts.

²⁰ See: *Personal Security Issues in Pedestrian Journeys* DETR (May 1999).

²¹ See: *Personal Security Issues in Pedestrian Journeys* DETR (May 1999).

²² For further advice see:

- *Cycle Friendly Infrastructure* (1996) (available from the Institution of Highways & Transportation);

- DETR Traffic Advisory Leaflets 3/99 and 4/99 contains useful bibliographies on cycling and traffic calming issues, respectively;

- DETR *Cycle Audit and Cycle Review Guidelines* (1998) (available from the Institution of

Highways & Transportation); and

- The National Cycle Network: Guidelines and Practical Details Sustrans (1997).

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4. Implementation

81. Local planning authorities should take a more pro-active approach towards the implementation of planning policies on transport, and should set out sufficient detail in their development plans to provide a transparent basis for the use of planning conditions if appropriate, and for negotiation with developers on the use of planning obligations as appropriate, to deliver more sustainable transport solutions. Transport Assessments, where they are submitted alongside applications, will provide additional site-specific information which will form a useful basis for determining what is appropriate in each case.

Planning Conditions

82. Where clearly justified and in accordance with the usual statutory and policy tests²³, conditions may legitimately be used to require on-site transport measures and facilities as part of development or to prohibit development on the application site until an event occurs²⁴, including:

1. provision of secure cycle parking and changing facilities and safe pedestrian and cycle routes;
2. provision of facilities for public transport, such as bus stops and lay-bys;
3. specifying the number of parking spaces, and their size, including those for disabled people;
4. the management and use of parking spaces, so that, for example, priority is given to certain categories of people, eg disabled people, people with children, visitors, or cars with more than one occupant;
5. the removal of parking spaces (other than those for disabled people) after a specified period, or when access to the site is improved by public transport, walking and cycling (such as when a bus route is introduced to the site);
6. the provision of information to staff and visitors about public transport, walking and cycling access to the site, including information for disabled people;
7. arrangements for deliveries to the site and removals from the site, covering specification of types of vehicles and hours of operation, design of delivery areas and specifications for lorry parking and turning spaces; and
8. new or improved junction and road layouts.

This list is not exhaustive, and particular care is needed in the drafting of conditions relating to some of these measures to ensure they are enforceable. Some of these or other measures may form part of a travel plan and a condition may therefore be used to require aspects of a travel plan to be implemented.

Planning Obligations

83. The development plan should indicate the likely nature and scope of contributions which will be sought towards transport improvements as part of development in particular areas or on key sites. This will give greater certainty to developers as to what will be expected as part of development proposals and also provide a firmer basis for investment decisions in the plan area.

84. Planning obligations may be used to achieve improvements to public transport, walking and cycling, where such measures would be likely to influence travel patterns to the site involved, either on their own or as part of a package of measures. Examples might include improvements to a bus service or cycle route which goes near to the site, or pedestrian improvements which make it easier and safer to walk to the site from other developments or from public transport. When entering into a planning obligation consideration should be given to the usual statutory and policy tests²⁵.

85. Planning obligations where appropriate in relation to transport should be based around securing improved accessibility to sites by all modes, with the emphasis on achieving the greatest degree of access by public transport, walking and cycling. While the individual circumstances of each site and the nature of the proposal will affect the details of planning obligations in relation to transport, developers will be expected to contribute more to improving access by public transport, walking and cycling for development in locations away from town centres and major transport interchanges, than for development on more central sites. Where development can only take place with improvements to public transport services, a contribution from the developer (payable to the local authority) would be appropriate.

86. Given that there should be no minimum parking requirements for development (see paragraph 52), it is inappropriate for a local authority to seek commuted payments based purely around the lack of parking on the site. However, it may be appropriate to negotiate for contributions towards the provision of a park and ride scheme, where this will improve accessibility to the site by public transport, or towards the costs of introducing on-street parking controls in the vicinity of the site.

Travel Plans

87. 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 organisations²⁶. 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.

88. There is no standard format or content for travel plans, and they may have a variety of names (such as green transport plans, company travel plans and school travel plans). However, their relevance to planning lies in the delivery of sustainable transport objectives, including:

1. reductions in car usage (particularly single occupancy journeys) and increased use of

public transport, walking and cycling;

2. reduced traffic speeds and improved road safety and personal security particularly for pedestrians and cyclists; and

3. more environmentally friendly delivery and freight movements, including home delivery services.

89. The Government considers that travel plans should be submitted alongside planning applications which are likely to have significant transport implications, including those for:

1. all major developments comprising jobs, shopping, leisure and services (using the same thresholds as set out in annex D);

2. smaller developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel in, or near to, air quality management areas²⁷, and in other locations where there are local initiatives or targets set out in the development plan or local transport plan for the reduction of road traffic, or the promotion of public transport, walking and cycling. This particularly applies to offices, industry, health and education uses;

3. 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 and around schools, and includes on-site changing and cycle storage facilities; and

4. where a travel plan would help address a particular local traffic problem associated with a planning application, which might otherwise have to be refused on local traffic grounds.

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

90. Where travel plans are to be submitted alongside a planning application, they should be worked up in consultation with the local authority and local transport providers. They should have measurable outputs, which might relate to targets in the local transport plan, and should set out the arrangements for monitoring the progress of the plan, as well as the arrangements for enforcement, in the event that agreed objectives are not met. They might be designed for the applicant only, or be part of a wider initiative, possibly organised by the local authority, involving other developments in the area²⁸.

91. 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. Under certain circumstances some or all of a travel plan may be made binding either through conditions attached to a planning permission or through a related planning obligation. Conditions attached to a planning permission will be enforceable against any developer who implements that permission and any subsequent occupiers of the property. Planning obligations will be enforceable against the person who entered into the obligation and any person deriving title from that person.

²³ As set out in Circular 11/95.

²⁴ This may be for instance an off-site road closure, which is not wholly within the power of the applicant to bring about (this kind of condition is known as a Grampian condition).

²⁵ As set out in Circular 1/97.

²⁶ For further advice see A travel plan resource pack available from ETSU on 0800 585 794 or see DETRs travel plan website <http://www.local-transport.communities.gov.uk/travelplans/index.htm>.

²⁷ These may be designated under Part IV of the Environment Act 1995.

²⁸ ETSU has prepared a guide on travel plans specifically designed for developers and others involved in the development process. Copies can be obtained from ETSU on 0800 585 794.

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Annex A: London

Greater London has its own arrangements for integration between planning and transport. The Mayor of London is charged with producing a Spatial Development Strategy (SDS) and a Transport Strategy. These strategies must be consistent with each other and the other strategies that the Mayor is required to produce. London Borough Councils and the Common Council of the City of London Corporation must prepare Local Implementation Plans setting out their proposals on how they intend to put the Transport Strategy into effect in their respective areas. These Local Implementation Plans are subject to the Mayors approval. The Mayor will wish to consider how the advice on RTSs and local transport plans should apply in London when preparing his Transport Strategy and with regard to the preparation of Local Implementation Plans. Further guidance on the SDS and its relationship with the Transport Strategy and the planning system in London is set out in a separate circular entitled, "Strategic Planning In London" - Government Office for London Circular 1/2000.

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Annex B: Planning for Transport

Access to Trunk Roads

1. The Transport White Paper and the Roads Review document (A New Deal for Trunk Roads in England July 1998) set out the policy framework for development control near trunk roads²⁹. In support of integrated transport objectives, there will be a graduated approach to new connections to trunk roads or the intensified use of existing ones:

1. access will be most severely restricted in the case of motorways. It will be limited to junctions with other main roads, service areas, maintenance compounds and other major transport infrastructure facilities such as airports. The highest standard and most strategic routes on the core network will be subject to restrictions on access almost as stringent as those applying on motorways; and

2. the remainder of the network will be subject to a less restrictive approach to connections, subject to consultation with the local authorities concerned. This approach should particularly help in the development of urban brownfield sites.

Whatever the type of access, safety considerations will be paramount. Good visibility will be of particular importance, and to improve safety, it is preferable for adjacent developments to share a common access point.

2. The Highways Agency, in line with its strategic aim to maintain, operate and improve the trunk road network in support of the Government's integrated transport and land use policies, will work in active partnership with Government Offices, regional planning bodies, local authorities, and transport providers to promote integration with other modes and encourage sustainable transport options. In particular, the Highways Agency will:

1. encourage local planning authorities to consider public transport alternatives to access to new developments by car; and

2. where such alternatives have been agreed and secured, through a planning obligation or condition, take these into account in assessing the scale of or need for relevant highway works.

This underlines the need for developers to discuss proposals with the Highways Agency, Government Offices and local highway and planning authorities at an early stage.

Local Roads

3. The responsibility for the control of development affecting local roads generally rests with the local planning authority. However, they will need to consider the interface between core trunk routes and the rest of the transport system and to discuss this aspect with the Highways Agency which will continue to exercise its powers of direction where proposals accessing the trunk road via the local road network will have a significant impact on that trunk road. Although the guidance in paragraphs 1 and 2 of Annex B

applies directly only to access to trunk roads, local authorities should apply the same principles when formulating their policy on local roads.

Aviation

4. The White Paper A New Deal For Transport: Better For Everyone (CM 3950) announced the Governments intention to prepare a new UK airports policy looking some 30 years ahead and to develop this within the framework of the Governments sustainable development principles. It also announced the intention to bring forward new policies on civil aviation, and these will be brought together in a new Air Transport White Paper.

5. Planning Policy Guidance note 11 (Regional Planning) requires RPBs to consider including in their RTS a strategic steer on the role and future development of airports in the region, in the light of national policy²⁰. Local planning authorities will need to consider:

1. the growth of regional airports: many are at a point where the introduction of new services is becoming increasingly attractive and where higher utilisation, and thus economies of scale, may be achieved. The New Deal for Transport encourages regional airport growth to cater for local demand where it is consistent with sustainable development; and

2. the role of small airports and airfields in serving business, recreational, training and emergency services needs. As demand for commercial air transport grows, this General Aviation (GA) may find access to larger airports increasingly restricted. GA operators will therefore have to look to smaller airfields to provide facilities. In formulating their plan policies and proposals, and in determining planning applications, local authorities should take account of the economic, environmental, and social impacts of GA on local and regional economies.

6. Local planning authorities should consult DETRs Airports Policy Division on draft development plan policies and proposals relating to airports and airfields. In consultation with DETRs Airports Policy Division, local authorities should:

1. identify and where appropriate protect sites and surface access routes, both existing and potential (including disused sites), which could help to enhance aviation infrastructure serving the regional and local area; and

2. avoid development at or close to an airport or airfield which is incompatible with any existing or potential aviation operations.

7. Airports have become major transport interchanges and traffic generators, and attract a range of related and non-related developments. In preparing their development plans and in determining planning applications local planning authorities should consider the extent to which development is related to the operation of the airport, and is sustainable given the prevailing and planned levels of public transport²¹. In this respect:

1. the operational needs of the airport includes runway and terminal facilities, aircraft maintenance and handling provision, and warehousing and distribution services related to goods passing through the airport;

2. related development appropriate to airports includes transport interchanges, administrative offices, short and long stay parking;

3. less directly related development includes hotels, conference and leisure facilities, offices and retail. For such activities, the relationship to the airport related business should be explicitly justified, be of an appropriate scale relative to core airport related business and be assessed against relevant policy elsewhere in planning policy guidance; and

4. non-related development which should be assessed against relevant policy elsewhere in planning guidance.

8. Surface access needs should be planned as part of the wider transport strategy for the local area³². Local transport plans should reflect the wider transport role defined for airports in regional strategies. Airport operators should be partners (eg through Airport Transport Fora) in implementing surface transport initiatives to ensure that access by public transport is enhanced. This may involve for example, parking restraint and the development of a travel plan for the airport, covering journeys by employees and users of the airport³³.

9. The environmental impacts of aviation proposals will always need to be very carefully considered³⁴. Existing sites with established aviation uses, including redundant military airfields, will often provide the best opportunities for aviation facilities, in so far as neighbouring development is likely to be compatible with aviation use. Conditions may be necessary to limit the environmental impacts of aviation, and this should be made clear in the development plan where possible. Advice on noise is set out in PPG24 on Planning and Noise.

Ports and Shipping

10. Government policy on ports and shipping is set out in the Transport White Paper, with more detail in Modern Ports and in British Shipping: Charting a New Course. Local authorities should, where appropriate, work with the ports and shipping industries when preparing development plans and dealing with development proposals, taking account of RTSs. They should aim to promote the role of ports in sustainable distribution, by encouraging good access by rail, shipping and waterways as well as road where possible, and by promoting interchange facilities and wharves and harbours where viable.

11. Local authorities should take particular care when allocating sites for port use to ensure they are viable, both to avoid causing unnecessary blight and to secure the economic and regeneration benefits of developing sites for port or port related uses. They should encourage full use of existing facilities, and ensure rigorous appraisal of new facilities or expansion with new land take. Developments which are incompatible with any nearby port operations should be avoided. For sites no longer required for port uses, including sites formerly used as port rail yards, local authorities and developers should in the first instance consider sustainable transport uses and then uses which will promote regeneration. Development of new or existing ports may have an impact on shorelines, estuaries and other areas which are designated for environmental or other reasons, so local authorities should take account of the reasons for which such designations exist and the protections afforded by these designations.

12. Local authorities need to ensure adequate arrangements for collection, treatment and or disposal of ship wastes at ports.

Inland Waterways

12. Government policy on the transport use of inland waterways is set out in the Transport White Paper and is developed in the Government's policy document *Waterways for Tomorrow* (June 2000). Local authorities should work with all those concerned in the inland waterways industry - British Waterways (BW) and other navigation authorities, private operators and the voluntary sector concerned with restoring currently disused waterways - to develop the potential of inland waterways. In drawing up development plans and determining planning applications, they should seek to re-use disused wharves and basins, to retain boatyards and other services used in connection with water-based recreation, and to protect and enhance the waterway environment, where these are viable options. BW, the Environment Agency and the Association of Inland Navigation Authorities can provide local authorities with information on waterways.

13. In general, proposals for waterside development should seek to enhance the use, enjoyment and setting of the adjacent waterway. Development proposals, local plan policies, or new and improved infrastructure, such as road proposals, should not adversely affect inland waterways. Where this may happen, local authorities should consult BW or other navigation authorities, the Environment Agency in its regulatory capacity, the Inland Waterways Association and local waterway organisations. In liaison with these bodies, local authorities should identify and where appropriate protect disused waterways (by allocating the land in development plans and ensuring sites and routes are not severed by new development or transport infrastructure) where there is a reasonable degree of certainty of a restoration project proceeding, in whole or in part, within the development plan period.

Alternative Fuels and Technologies

14. A number of clean road transport fuels and technologies are now available that can offer air quality and climate change benefits compared to conventional petrol and diesel. Examples include electricity, liquefied petroleum gas (LPG) and compressed natural gas (CNG). A key factor in encouraging the wider take-up of these fuels and technologies is the development of the associated recharging or refuelling infrastructure. Subject to meeting relevant safety criteria, planning authorities, in liaison with environmental health officers, should look favourably at proposals to develop such infrastructure, in order to deliver wider environmental objectives. This will be particularly important in, or in the vicinity of, air quality management areas or other areas of poor air quality.

²⁹ More detailed guidance on the control of development near trunk roads and developer contributions and on motorway and trunk road service areas will be provided in revised HA/DETR circulars.

³⁰ The Government is undertaking studies of the role and future development of airports in each region, which should help to inform the regional transport strategies and the new UK Air

Transport policy.

³¹ See also The Town and Country Planning (General Permitted Development) Order 1995, Part 18 Aviation Development.

³² Airport operators of qualifying airports are required to prepare Airport Surface Access Strategies.

³³ Further guidance is given in Guidance on Full Transport Plans (March 2000) and Guidance on Airport Transport Forums and Airport Surface Access Strategies (July 1999)

³⁴ See also Annex C of PPG13, Environmental Impact Assessment

Annex C: Transport Infrastructure

Mitigating the Impact of New Transport Infrastructure

1. Care must be taken to avoid or minimise the environmental impact of any new transport infrastructure projects, or improvements to existing infrastructure; this includes the impacts which may be caused during construction (including the need to transport materials to and from the site, and dispose of spoil). Wherever possible, appropriate measures³⁵ should be implemented to mitigate the impacts of transport infrastructure. Further guidance is given in the Transport White Paper (CM 3950) and Minerals and Planning Policy Guidance Notes.

Environmental Impact Assessment (EIA)

2. PPG12 advises authorities on the environmental appraisal of their development plans (in the context of the governments strategy for sustainable development). Environmental appraisal will become a legal requirement once an EC Directive, currently under negotiation, comes into force³⁶. Guidance will be issued at the appropriate time.

3. There is a requirement for certain types of project to be subject to EIA before development consent is granted. For some transport proposals, such as major roads, longdistance rail lines, some large waterways, large ports and most airports, EIA is required in every case. For other transport proposals, including changes or extensions to projects already executed or authorised, EIA is required if the particular development would be likely to have significant environmental effects. In the case of projects subject to planning legislation, the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999, SI 1999 No 293 apply³⁷ (see DETR Circular 2/99 and relevant DETR guidance).

Planning for Transport Infrastructure

4. In planning for local infrastructure, including roads, local authorities should ensure that their approach is compatible with the new approach to appraisal (NATA). Particular emphasis should be given to the need to explore a full range of alternative solutions to problems, including solutions other than road enhancement. The RTS sets out the regional priorities for trunk roads and local roads of regional or sub-regional significance.

5. As indicated in the Integrated Transport White Paper, NATA has been enhanced to be applicable to transport investment for other modes. The enhanced version is described in detail in Guidance on the Methodology for Multi-Modal Studies. Further advice on the application of the new approach to appraisal in the appraisal of local transport investment is given in Guidance on Full Local Transport Plans.

6. Under the Town and Country Planning General Regulations 1992, SI 1992 No 1492 (as amended) local authorities must apply for planning permission for proposals, such as local road schemes (see also DOE Circular 19/92, Annex 1). Such applications must follow the same publicity procedures as would apply to any planning application; and where they affect existing or proposed highways, they should be notified to the Secretary of State³⁸.

Planning for Roads

7. By virtue of the Town and Country Planning (Development Plans and Consultation) Directions 1992 (DOE Circular 19/92, Annex 3) any local road proposal which is a departure from the development plan must be notified to the Secretary of State. The Directions also require the local planning authority to consult the Secretary of State about any planning application by a local highway authority (which is not a departure application) for development consisting of or including the construction of a road whose route is not proposed in the relevant local plan. The notification and consultation procedures under the Directions give the Secretary of State the opportunity to consider whether applications for local roads should be called in for his own determination. He will, however, continue to be very selective about calling in planning applications and will in general only do so if planning issues of more than local importance are involved.

Planning for New Railways, Tramways and Inland Waterways

8. The RTS provides a strategic steer on the role and future development of new railways, tramways and inland waterways. The construction of railway, tramway and other guided transport systems, is normally authorised by means of Ministerial Orders made under sections 1 and 3 of the Transport and Works Act 1992. Such Orders can also authorise inland waterway schemes and works interfering with navigation rights, although they cannot be made where the primary objective could be achieved by means of an Order under the Harbours Act 1964.

9. Orders may provide for the carrying out of works, any compulsory land acquisition required in connection with the works, and ancillary matters (such as park and ride sites). Applications for Orders are made to the Secretary of State, and applicants can apply at the same time for a direction that planning permission is deemed to be granted. Alternatively, applicants can seek planning permission separately from the local planning authority. For transport schemes, the proposed route should be shown (at least indicatively) in the development plan, which should address any land-use opportunities and pressures created by the route.

10. Schemes may either be considered at a public inquiry or hearing or by exchanges of written representations, enabling the planning aspects to be fully considered before any Order is made. For schemes which the Secretary of State considers to be of national significance, the Act provides for Parliament to vote on the proposals in principle. If approved by both Houses, the application will proceed to an inquiry for more detailed consideration.

³⁵ For example: Section 197 of the Town and Country Planning Act 1990 places a duty on local authorities when granting permission for development to make appropriate provision for the preservation and planting of trees. For further information see: The Design Manual for Roads and Bridges. 14 volumes. The Stationery Office.

³⁶ At the time of writing this is expected to be in 2004.

³⁷ See DETR Circular 2/99 and Preparation of Environmental Statements for Planning Projects that Require Environmental Assessment. A Good Practice Guide HMSO 1995 and Good

Practice on the Evaluation of Environmental Information of Planning Projects HMSO 1994.

^{3B} The Town and Country Planning (General Development Procedure) Order 1995, Article 15.

Annex D: Maximum Parking Standards

This table should be read in conjunction with the text on parking in paragraphs 49 to 56.

| Use | National Maximum Parking Standard 1 space per square metre (m ²) of gross floorspace unless otherwise stated | Threshold from and Above Which Standard Applies (gross floorspace) |
|---|---|--|
| Food retail | 1 space per 14m ² | 1000m ² |
| Non food retail | 1 space per 20m ² | 1000m ² |
| Cinemas and conference facilities | 1 space per 5 seats | 1000m ² |
| D2 (other than cinemas, conference facilities and stadia) | 1 space per 22m ² | 1000m ² |
| B1 including offices | 1 space per 30m ² | 2500m ² |
| Higher and further education | 1 space per 2 staff + 1 space per 15 students (see note 1) | 2500m ² |
| Stadia | 1 space per 15 seats (see note 2) | 1500 seats |

Notes:

1. The standard for students relates to the total number of students attending an educational establishment, rather than full-time equivalent figures.
2. For stadia, sufficient coach parking should be provided to the satisfaction of the local authority and treated separately from car parking. Coach parking should be designed and managed so that it will not be used for car parking.
3. Parking for disabled people should be additional to the maximum parking standards. Development proposals should provide adequate parking for disabled motorists, in terms of numbers and design (see Traffic Advice Leaflet 5/95, Parking for Disabled People).
4. For mixed use development, the gross floorspace given over to each use should be used to calculate the overall total maximum parking figure. For land uses not covered in these standards, the most stringent regional or local standards should apply.

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Annex E: Park and Ride in the Green Belt

PPG2 (Green Belts) is hereby amended by inserting the following text after paragraph 3.16:

Park and Ride

- 3.17 The countryside immediately around urban areas will often be the preferred location for park and ride schemes. In many instances, such land may be designated as Green Belt. The Government's commitment to maintaining the openness of the Green Belt means that when seeking to locate park and ride development, non-Green Belt alternatives should be investigated first. However, there may be cases where a Green Belt location is the most sustainable of the available options. Park and ride development is not inappropriate in Green Belts, provided that:
- a. a thorough and comprehensive assessment of potential sites has been carried out, including both non-Green Belt and, if appropriate, other Green Belt locations, having regard to sustainable development objectives, and the need to be flexible about size and layout;
 - b. the assessment establishes that the proposed green belt site is the most sustainable option taking account of all relevant factors including travel impacts;
 - c. the scheme will not seriously compromise the purposes of including land in Green Belts, as set out in paragraph 1.5;
 - d. the proposal is contained within the local transport plan (or in Greater London the Local Implementation Plan) and based on a thorough assessment of travel impacts; and
 - e. new or re-used buildings are included within the development proposal only for essential facilities associated with the operation of the park and ride scheme.
- 3.18 For larger-scale schemes local planning authorities must give particular attention to sub-paragraph (c) above. All the criteria in paragraph 3.17 should also be applied when considering proposals for expansion of existing sites. Approval of park and ride development in a particular location does not create any presumption in favour of future expansion of that site. All proposals must be considered on their merits.
- 3.19 In all cases, the layout, design and landscaping of the scheme must preserve, so far as possible, the openness and visual amenity of the Green Belt. Particular care will be needed on matters, such as floodlighting, which are essential to the safe operation of park and ride schemes but which may be visually intrusive unless carefully designed. Local authorities should make full use of planning conditions or obligations see paragraph 3.14 and Circulars 11/95 and 1/97.
- 3.20 Park and ride development which does not satisfy the criteria in paragraph 3.17 should be not be approved except in very special circumstances see paragraphs 3.2 and 3.3, and Circular 7/99.

