

Delivering travel plans through the planning process

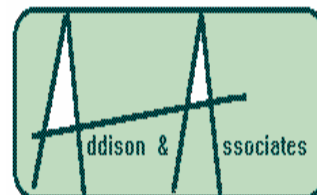
Research report

for

**Department for Transport
and
Communities and Local Government**

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- 6.26 Out of 36 respondents to this question 17 never secure a financial contribution, 11 sometimes do and 8 always do.
- 17. Does the Section 106 agreement include provision for corrective action by the local authority in the event that targets/measures within the plan are not achieved/ delivered? Please give details.**
- 6.27 Only 11 respondents to this question had provision for corrective action in their section 106 and these included:
- discussions/ reassessment with occupier as to why targets/ measures not met and then drawing up an action plan to the organisation to implement
 - mediation to resolve issues arising from failure to meet targets
 - use of bonds to ensure compliance
 - implementation of further measures if targets aren't achieved
 - highways works, TRO's in surrounding areas, bus provision, improvement to cycling and walking links
 - removal parking spaces
 - prevention of further development if a phased project
 - penalties for the occupiers if overspill parking in to the surrounding area is a problem (fixed penalty in section 106)
 - planning permission be invalidated if substantial failure
- 6.28 This approach is being used more frequently on newer travel plans as knowledge and experience in this area is improving and travel plans are becoming more frequently used. Of those authorities that don't use section 106 or don't have corrective action within their section 106, negotiation with the occupier is used to support the occupier reaching their targets/ measures. The current monitoring arrangements for a number of the authorities meant that though they would have liked to include provisions, as they did not have the resources or systems available, corrective action was unlikely.
- 18. Has your authority taken corrective action? If so please indicate how**
- 6.29 Only 14 authorities out of 31 respondents had used negotiation between officers and developers to resolve issues regarding targets and out of those only 2 authorities had needed to do this more the 3 times. Over 50% of those have amended the plan and implemented additional measures. Negotiation often involved trying to obtain monitoring reports to provide the authority with sufficient data to assess the success of the travel plan. One authority had used negotiation by an outside mediator and 2 have taken enforcement action.
- One authority and the other parties found mediation a useful and positive process which overcame some entrenched and immovable positions on both sides.
- 6.30 One authority has drawn on a bond to implement a CPZ due to targets for a site not being met. Another authority has amended a travel plan's targets following a review for a site due to lower than expected occupancy levels.

Section D: Best practice and issues

derived for the particular site or area. A Feedback for Action proforma is used to highlight gaps and inadequacies back to the developer and as an internal monitoring tool to plot progress in developing a robust plan.

7D.22 Officers are satisfied with this approach but recognise that as a new team they are still continuing to gain an understanding of the standards expected, and the need for consistency of approach between team members. The DfT Workplace Travel Plan Evaluation Tool is not currently used, with officers preferring to use their own tools and developing expertise and local knowledge.

7D.23 TRICS by the Standard Assessment Methodology (SAM) is used as the right tool to assess whether a travel plan document is meeting the required standard. Officers commented that they use TRICS to help estimate impact of a new development in terms of trip generation, against the transport assessment, increasingly by requesting multi-modal counts from sites with travel plans, to improve the quality of the database for making accurate future predictions. They would also like to see improved data in TRICS.

Targets, measures and monitoring processes

7D.24 Targets for travel plans must be linked to the targets in the Surrey Local Transport Plan 2006/7 – 2010/11 as set out in Chapter 6 of the Good Practice Guide below:

The purpose of the plan is to attract Government funding for all forms of transport in Surrey. It includes a strategy, objectives, targets and an implementation programme setting out transport improvements which need to be carried out over the next five years. Only targets relevant to Travel Plans are included below.

Objective 1: Tackling congestion to limit delays	
Peak period flows	Ensure that peak flows to Hubs (Woking, Guildford and Reigate / Redhill) do not increase above the levels in the base year of 2005/6
Area wide traffic	Limit traffic growth to 1% per annum and 5.5% between 2004 and 2010. NB: Background traffic growth will take up all on the anticipated growth on roads up to 2011 and consequently, to meet aims of LTP, new traffic generators i.e. developments seeking planning permission, should set challenging targets for their baselines and seek to reduce their traffic impact over time.
Objective 2: Increasing accessibility to key services / facilities	
Mode Share for 16-19 education	Reduce proportion of students travelling by car to post 16 education by 5% between 2004 and 2010
Mode Share for journeys to school	Reduce percentage of children travelling to school by car (only passenger): 5-10 year olds from 42% in 2004 to 36% in 2010 11-16 year-olds from 28% in 2004 to 22% in 2010
Public Transport Patronage	Increase from 24.2 million in 2004/05 to 25.8 million in 2010/11
Cycling	Increase by 20% between 2004 and 2010
Cycle Parking at railway stations	Increase by 25% between 2005 and 2010
Objective 3: Improving road safety and security	
Number of KSI	Reduction from average of 932 in 94-98 to 386 by 2010 (58%)
Number of KSI (children)	Reduction from average of 84 in 94-98 to 28 by 2010 (67%)
Reduce slight casualties	Reduction from average of 6,635 in 94-98 to 5,786 by 2010 (13%)
Objective 4: Enhancing the environment and quality of life	

Overview of Case Study Practice based on interviews in early 2007 for Travel Plan guidance Update [shaded boxes indicate potential good practice]

Subject	B'ham	Sheffield	Stoke	Surrey	Devon	Test Valley	Leeds	N'ham	H'don	Isl'ton	HA
No. of travel plans	215	129	62	190	60	29	215	39	20	24	
Policy relating to Travel Plans	West Midlands LTP (from WM RSS) – by 2011 30% of all employees in organisations with Travel Plan	South Yorkshire LTP	Not in place	SE Regional Transport Strategy states that CC LTPs should require TP by 2010	Devon CC Structure Plan and LTPs include an explicit policy re <i>Managing Travel Demand</i>	Clear policy and triggers for TPs set out in Local Plan plus refers to smaller sites; clear link between TA and TP	Draft Yorkshire & Humber's RSS Transport Strategy has TPs as key element w/objective to reduce travel demand	Robust LTP refers to Travel Plan as way to meet sustainability objectives; detailed policy developing	Draft LDF	Sustainable Transport Strategy 2006	Robust policy set out in Circular Roads 2/2007
SPD on Travel Plans	None	SPG available on web; have early SPG and working towards sustainable travel SPD	None	Not LPA so not able to produce	Not LPA	None	Draft SPD soon to be published; links TA and TP	None	None	1999 Green Travel Plan SPG in place; updated Sustainable Transport SPD proposed	Not LPA
Published Travel Plan information	None	Includes ref. to TPs in supporting documents for planning applications	None	'Travel Plans Good Practice Guide' sets out clearly policies, procedures and requirements	Have LDF Briefing Papers for LPAs on Devon Travel Strategy, TA and TPs	Guide sets out relationship between TP and TA	None	Encourages support for sustainable travel through "Big Wheel" information website	None	North Central Travel Plan Network produced Business Travel Plans Resource Pack	None

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Triggers for requiring Travel Plan	Vague; not linked to TA	Thresholds for TA & TP mainly based on size of site; for Res. Dev, formal TP not expected but dev. should promote travel choice	None except PPG 13 thresholds	Thresholds published - links TA & TP; Consistent with TA Guidance (2007) thresholds; Res Dev TP req'd over 80 units	Thresholds based on PPG13 plus all new Res. Dev. over 50 dwellings	Triggers for TP with thresholds for the TA; vary from TA thresholds so that smaller dev. included	Based on thresholds for TA in 2007 TA Guidance	Generally triggered when TA needed (based on 2007 TA Guidance) though can request	LDF draft sets out thresholds; not related to TA Guidance e.g. Res. Dev >30 units; businesses with > 20 employees	Have clear triggers (TfL) for TPs (differ from TA) and focus on employee levels >25	Additional trips on the Highway Network
Fees/Funding Travel Plan Work	None to date; funded by Council, including analysis of surveys	None to date; except for Res. TPs where monitoring service offered at cost/unit	None to date	One-off fee for auditing; fee scale related to size & use & set out in Good Practice Guide	None to date	None to date	Fees set out in SPD	Policy is to seek through S106	Intend to secure funding from developer	None to date	N/A
Process for internal co-ordination	DC lead	Pre-application process includes TP Officer	Close working between planning and highway DC teams	Team specialising in TPs; internal procedures; Checking Weekly Lists	Briefing through LDF docs; Checking Weekly Lists	DC lead; work with County	Internal guidance notes	Departmental structure & City operation of PT facilitate integration	Internal protocols and joint working arrangements	Internal briefing document on negotiating S106; also 'team' approach.	N/A
Pre-applic. process	No specific requirement for TPs	2-stage pre-application process (1st agreeing assumptions then produce TA/TP)	TP Coordinator participates in pre-application discussions	TP submitted to CC pre-application; front load process		Aim to agree targets at pre-application stage	TP Team not engaged in pre-application	Travel Plan Officer participates in pre-application discussions	Pre-application discussions take place	Dev Team approach	Ideally HA involved at this stage.

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Targets	Aims to reduce employee car commuting levels by 10% in each affiliated company	LTP target is 60% car use for new businesses; targets for individual sites are still subject to negotiation	Overall target to reduce SOV trips by 10% over 3 years	LTP includes range of targets for different modes (also air quality /accidents)	Modal shift targets over 3 years; case by case	5-10% reduction in SOV car use (can only be finalized after occupation)	Broad target of 10-20% reduction in SOVs; based on local analysis linked to TA surveys	Target of 69% for companies; 20% of employees covered by commuter TP	Parking restraint then targets to reduce trip levels	Employee based targets; follow TfL; targets on modal shift	Developing targets and thresholds
Corporate stance	Corporate support	Fairly positive	Partnership working and training supported	Members supportive	Corporate support	Corporate support; Members recognize value of TPs	Not supportive	Passive support	Members rarely involved; Officers commitment limited by resources	Strong corporate support; TP/S106 subject to Member involvement	
External Co-ordination (other than Travel Forum)	Working with PTE & operators; car club provided	PCT, CoC, HA, Car Club	CC, HA	HA; Car Share Network; Car Club operators	Transport operators, HA, Car Share scheme	CC (Hants) - who handle largest developments	PTE; Core Cities Group on TP; contract with car club	Core Cities Group	Participate in 2 Trans. Policy Strategic partnerships (which have TP coordinators)	Council signed up to single car club operator and successful	Must work jointly to achieve objectives
Travel Forums or similar	Company Travel Wise membership is required of occupier; provides info and support	None mentioned	Offers grants up to £5000 to companies developing TPs	Area based TP Network approach; occupiers expected to join wider network after 9 years	Grant scheme- 50% match funded grants up to £4000 for measures arising from voluntary TPs		W Yorkshire TP Network - linked to Travelwise W. Yorkshire	N'ham Commuter Planners Club; E Midlands Travelwise Group; Grant Scheme	Little support for organisations wishing to undertake TPs	Travel Plan network-across borough working	N/A

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Evaluation Methodology	No formal method but guidance is given on what successful TP should contain	Use their own Checklist, not DfT Evaluation Tool nor TRICS	Based on DfT Evaluation Tool but not using scoring element (use officer exp. & local knowledge)	TRICS Std Assess. Method; feedback proforma for action; don't use DfT Evaluation Tool	Don't use DfT Evaluation Tool nor TRICS as consider not appropriate in rural areas	Successful use of DfT Evaluation Tool; recognise it is not appropriate for small sites.	Use their own Checklist	Use their own Checklist of 7 criteria; don't use DfT Evaluation Tool	Use own simple & effective checklist; will move to TfL system; don't use DfT Evaluation Tool	Use TfL guidance and local knowledge; don't use DfT Evaluation Tool	N/A
Use Condition	Standard Planning Condition requires membership in TravelWise	Usually use standard condition, being updated (Also Grampian Condition)	Prefer conditions	Standard conditions used for smaller applications	Approx. 20% secured through conditions; usually smaller applications	Mixed approach; secure measures rather than ask for money (e.g. bus shuttle)	Use conditions	Prefer conditions	Clear standard condition	Generally not use conditions	Grampian Condition sometimes sought
Use S106 Planning Obligation	Not used except for financial contributions	Sometimes used to secure infrastructure - separate from TP	Do not use as don't seek financial contribution; enter into S106 when working w/CC	Prefer S106 agreed prior to planning permission, but are not the LPA	Prefer S106 so can be signatory; approx. 80% TPs secured through S106	S106 used e.g. re securing bonds	Not used except for financial contributions	Policy supports but seen as time-consuming	Prefer S106 agreement for large developments	Generally use S106 agreements (have sample wording)	HA unable to enter into S106; seek other mechanisms i.e. Grampian Conditions
Ensuring approval of TP	Expect affiliation to Travel Wise (not TP) prior to occupation	Detailed TP must be produced prior to occupation	Detailed TP must be produced prior to occupation	Full TP to be submitted prior to occupation	No development before TP approved		Occupier responsible for final TP	Full TP 3-6 mos. After occupation	TP and TP Co-ordinator to be in place 6 mths prior to occupation	Final TP 6 mths. after occupation	Can direct refusal

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Securing implementation of measures	Travel Planning is voluntary	TP Officer resp. for securing; willing to consider bonds to make TP effective	TP Coordinator works with them as substitute for default mechanism	TP implemented pre-occupation if possible: future phases may be tied to TP performance	Request amendment to TP and/or further measures	Bonds used to secure measures in the event developer fails to do so	Further discussions to achieve corrective action	Council assists to resolve	S106 agreements include mechanism to ensure the delivery of measures	No mechanisms	Seek to have LPA agree effective S106 agreement
Securing achievement of targets e.g. default mechanism	Travel Planning is voluntary	Condition required theatre to include public transport ticket as part of theatre ticket	Developer needs to demonstrate how targets are being met; updated TP may be requested at review dates	External independent mediation	Use default clauses: e.g. fines for excess vehicle. trips; loss of construction traffic site passes; phasing sanctions	None: look at why e.g. allowed reallocation of funds to achieve target (provision cycling facilities instead of bus service)	Some use of penalty charges; e.g. if SOV targets not achieved, company pays £5000 admin. fee & £1000/employee short of the target	TP officer supports and encourages organisation to achieve; have used loss of parking as sanction	No default clauses in S106; negotiate when targets not met	No mechanisms	Sanctions and default mechanisms being developed
Standard Charges/Contribution		Working with PTE to develop contributions matrix based on location, accessibility, car/trip gen. & LU						Investigating Workplace Parking levy		re Res TP: have Standard Contribution of 100 per unit for Sustainable Transport Measures	

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Monitoring Mechanisms	Limited; monitors progress on implementation - aims to have 45% of affiliated companies. Undertake standardised employee travel survey and repeat in 2 years	S. Yorkshire authorities & PTE working together to develop standard monitoring procedure; to require validation by independent external consultant or council	Resource Pack provides guidance but not prescriptive as to key indicators or data collection	Prescriptive re date required to monitor; monitoring reports from occupier audited by CC	Not prescriptive ; Ex of Rugby Match Day Access Strategy & TP incl. req. for modal split surveys after 1st event & after first 6 events, & at the end of season	Systems in place re both	Requirement to undertake a travel survey with a min. staff response rate of 75%, if rate below is level the company will have to pay the council £6000 to undertake survey	Council TP Officer does all monitoring - sends out survey in October [Involve HR department s re TP Co-ordinators TP an EO issue due to low car ownership]	S106 requires annual surveys & reviews (done by Council); also identifies key indicators to be monitored; Intend to use <i>i-Trace</i>	Use <i>i-trace</i> for project management; no systematic form of monitoring	Seek effective monitoring arrangements
Period of Monitoring	Occupiers reluctant to do repeat surveys	Annually for 5 years	Initial survey; annual report; review at 3 yrs	Every other year up to 9 yrs but if good practice stop at 5 yrs	Generally annual staff surveys & evaluation report every 3-5 yrs	Annual travel survey	Annual survey for members of W Yorkshire TP Network	Annual surveys	Annually for 5 years		
Enforcement	Not done, though may enforce re affiliation w/TravelWise	Threatened re a breach of condition and secured action	Recognised as weakness	Use mediation rather than enforcement	Prefer to work w/ dev. & occupier to achieve; prefer sanctions	Pursued failure to produce a TP as breach of condition	No resources to enforce	Offers support services to rectify situation	Not done	Few TPs so not yet an issue	