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East Sussex
County Council

Travel Plans for Development

Transport Development Control
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East Sussex County Council

Travel Plans for Development

Guidance for Developers

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Introduction

East Sussex County Council, as the relevant Highway Authority, has a statutory consultee role in the planning process in respect of highways and transport matters (performed by the Transport Development Control team).

One of the aims of the County Council as the Highway Authority is to ensure that the transport impact of development is mitigated. The effective use of Travel Plans is an important and useful way to achieve such mitigation. This guidance explains how the County Council secures Travel Plans through the planning process and how they are expected to be applied once developments are in place.

Paragraph 111 of the National Planning Policy Framework (NPPF) states, “all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.”, The Planning Practice Guidance also sets out why Travel Plans are required for new development proposals.

Furthermore, Better Planning, Better Transport, Better Places by the CIHT (August 2019) and TRICS’ Guidance Note- Changes in Travel Behaviour (July 2019) recommend a new way of determining transport mitigation for development. The “decide and provide” approach whereby the objectives of sustainable development particularly with regard to transport are first defined by developers and local authorities, and the means to achieve those objectives are agreed and secured.

TRICS recommends that the emphasis should change from “demand led supply to supply led demand by adopting a vision led process that accommodates uncertainty”

The CIHT recommends that "We must fully abandon predict and provide models of transport planning, and assess the Local Plan against health and well-being, lifestyle, and environmental criteria (including carbon emissions) – not just standard demographic and transport information…."
"Too often, the approach is one of mitigation rather than of the incorporation of sustainable transport as an integral part of the development strategy or proposal"
(Better Planning, Better Transport, Better Places, CIHT 2019)

Therefore the use of Travel Plans and the provision of sustainable travel infrastructure are fundamental measures to achieve the "decide and provide" approach and the objectives of sustainable development.

The Travel Plan Guidance and implementation of Travel Plans will also play an important role in meeting the County's Air Quality targets. This guidance therefore complements AQ Guidance, and travel plan mitigation measures will help achieve both AQ and transport objectives.

This Travel Plan Guidance is included within Development Plan policies that are utilised by the planning authorities in East Sussex. The planning authorities have contributed to this guidance and endorse its use.

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1 What is a Travel Plan?

Travel Plans are a long-term strategy for managing access to a development. They focus on promoting access by sustainable modes in particular reducing the impacts of car travel.

An effective Travel Plan can:

- reduce traffic congestion
- increase accessibility by all transport modes to services, jobs and education
- reduce energy consumption
- reduce carbon emissions and air pollution
- encourage active, healthy lifestyles
- better manage car parking pressures
- improve road safety
- reduce the need for new development to increase existing road capacity or provide new roads
- switch investment from parking and roads infrastructure to economic growth and the environment

Travel Plans are usually required as part of planning applications for development if Transport Assessments and Transport Statements are required as the two documents should be closely linked and interdependent. The County Council will also seek to ensure that the concepts and principles of a Travel Plan are included as part of smaller scale development proposals to ensure sites are accessible. In some circumstances more detailed and enhanced Travel Plans may be required where there is known traffic congestion to ensure the transport impacts of a development are mitigated

East Sussex County Council and Local Planning Authorities are committed to ensuring that development in the county is as sustainable as possible and measures are put in place to maximise that sustainability. Promoting and ensuring sustainable travel is a legitimate mitigation measure to reduce the transport impact of development.

The County Council has set development scale thresholds above which a Travel Plan or Travel Plan Statement is required. The requirements follow the thresholds for a Transport Assessment and Transport Statement

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Table 1 Thresholds for TAs and Travel Plans (based on size or scale of land use)

Land use	Threshold above which a TS and Travel Plan Statement is required gross floor area unless stated otherwise	Threshold above which a TA and Travel Plan is required gross floor area unless stated otherwise
A1 Food retail	250 m^2	800 m^2
A1 Non-food retail	800 m^2	1500 m^2
A2 Financial and professional services	1000 m^2	2500 m^2
A3 Restaurants and cafes	300 m^2	2500 m^2
A4 Drinking establishments	300 m^2	600 m^2
A5 Hot food takeaway	250 m^2	500 m^2
B1 Business	1500 m^2	2500 m^2
B2 General industry	2500 m^2	4000 m^2
B8 Storage or distribution	3000 m^2	5000 m^2
C1 Hotels	75 bedrooms	100 bedrooms
C2 Residential institutions - hospitals, nursing homes	30 beds	50 beds
C2 Residential institutions – residential education	50 students	150 students
C2 Residential institutions – institutional hostels	250 residents	400 residents
C3 Dwelling houses	35 units	80 units
D1 Non-residential institutions	500 m^2	1000 m^2
D2 Assembly and leisure	500 m^2	1500 m^2
Others	based on pre-application discussions	based on pre-application discussions

Please note though that some local circumstances may require a Travel Plan to be undertaken for developments below these thresholds. In these cases, we would expect this to be evidenced and stipulated in Local Plans.

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2 Pre-application Discussions

The format and content of a Travel Plan should be determined and agreed with East Sussex County Council during pre-application discussions. ESCC charges for pre-application advice on development proposals and details can be found on the East Sussex County Council website:

https://www.eastsussex.gov.uk/environment/planning/applications/development-control/roads/

Pre-application Travel Plan advice will be covered by the pre-application fees.

Pre–application discussions concerning Travel Plans should address:

- the proposed contents and structure of the Travel Plan
- any particular issues that need to be addressed by the Travel Plan e.g. a required level of modal shift to ensure the traffic impact of a proposed development would not be severe
- the status of the Travel Plan to be included in an application– ie umbrella, framework, full
- which targets will be set to measure the performance of the development
- whether such targets rely on implementing specific measures in addition to the infrastructure proposals defined by the TA
- the appointment of a Travel Plan coordinator by the developer to implement the Travel Plan and promote the implemented measures
- the proposed ways of monitoring and reviewing the Travel Plan performance against targets set
- how implementation and monitoring of the Travel Plan will be secured (i.e. appropriately worded legal agreements).

3 Assessing a Travel Plan

In assessing the Travel Plan particular attention will be paid to Travel Plan targets to ensure that these are SMART: that is Specific, Measurable, Achievable, Realistic and Timed. There will also be a focus on specific issues that need to be overcome or to prevent new issues from occurring as a result of a new development. This will be done in conjunction with assessing the accompanying Transport Assessment for any new development proposal to ensure they work in totality.

Travel Plans are intended to complement TAs and therefore the County Council may object to the granting of a planning consent if a Travel Plan that follows good practice is not submitted with an application deemed to require one. At no stage will a Travel Plan be

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regarded as a means of making a development acceptable if it is unacceptable in respect of any other relevant policies.

Research indicates that a combination of Travel Plan measures is most likely to be effective; no one measure is likely to achieve all the potential benefits.

4 Securing a Travel Plan

The weight given to a TA/Travel Plan will be determined by the County Council not only by assessing their sustainability credentials but also the degree to which such potential benefits can be legally secured.

A Travel Plan can be secured by Planning obligations (s106 agreements made under the powers of the Town and Country Planning Act 1990) or by condition on a planning consent.

Conditions and obligations must meet the relevant tests set out in the National Planning Policy Framework and Community Infrastructure Levy Regulations. Suitable example planning conditions and obligations for s106 agreements are included in Appendix B

5 Monitoring and Auditing a Travel Plan

To ensure the effectiveness of Travel Plans as transport mitigation measures, the County Council and Planning Authorities consider it necessary to monitor the performance of the Travel Plan when a development is operational.

Standard Assessment Methodology for Travel Plans

Multi-modal travel surveys should be carried out in accordance with SAM (Standard Assessment Methodology for Travel Plans) from TRICS.

The TRICS website and SAM details can be found at: www.trics.org

SAM requires a baseline survey followed by repeat surveys one, three and five years later. A comprehensive baseline survey will inform the implementation of the Travel Plan and assist in determining further site-specific measures to reduce car use.

It is recognised that an appropriate time for a baseline survey will vary between development types e.g. schools should have parent and pupil travel data very early on, whereas for residential developments it may be more appropriate to conduct a resident survey upon, say, 50% occupation. The timing of a baseline survey may also vary if there are known traffic congestion issues in the vicinity of the site and the Travel Plan is a key mitigation measure against that to make the impact of a development acceptable. The timing of the baseline survey will be agreed between the County Council and the developer.

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The baseline and subsequent surveys will collect data on:

- inbound and outbound movements by all travel modes on a typical day
- car occupancy
- on-site car parking supply and usage
- development details including Travel Plan measures.

SAM Monitoring fees

The survey cost must be borne by the applicant directly with TRICS Consortium Ltd and the data will be fed into the national TRICS database. The survey work will generally be undertaken by TRICS. This ensures independence, objectivity, consistency and high quality. Monitoring data submitted to the County Council will be used to check the performance of the Travel Plan.

The developer should agree the content and cost with TRICS Consortium Ltd: www.trics.org The use of SAM compatible surveys may also be appropriate/ acceptable.

Travel questionnaires and vehicle counts

For smaller scale developments employee, resident, user etc. questionnaires and vehicle counts are appropriate. The appropriate response rate and duration of vehicle/person counts will be agreed as part of the Travel Plan.

Auditing fees

The County Council will also impose an auditing fee to cover the cost of administering the Travel Plan process over (at least) 5 years, including assessment of the survey results and work with developers to ensure the Travel Plan is successful in achieving a modal shift and/or altering modal split. Meeting Travel Plan targets is particularly important where the Travel Plan and its measures and targets have been promoted as a mitigation measure to traffic impact. These fees are set out in Appendix A

6 Post-monitoring Procedures

If the assessment and monitoring of the Travel Plan demonstrates that the agreed Travel Plan targets have not been met the County Council will review the measures with the developer/end user and agree new/alternative/remedial measures with a view to mitigating impacts and look to achieving agreed targets.

Post monitoring review measures could take a number of forms, including:

- implementation of previously agreed additional measures to mitigate development impacts
- agreed further works to achieve targets
- further promotional events/materials/journey planning to encourage the use of sustainable modes

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- changes in site operations in order to meet previously agreed outcomes (limiting no of occupations, reallocating parking spaces)

The level of any review measures will be negotiated on a case-by-case basis and will be proportionate to the scale of development. The County Council, in determining measures will also take into account the likely cost of implementing measures to achieve failed targets. As stated above, the County Council will seek to ensure that most new development will be controlled from the outset to preclude the need for potential action involving remedial action.

7 Producing a Travel Plan – Document Structure

Developers should customise their Travel Plan to address the issues associated with the particular circumstances of the site and proposed use. Transport Assessments (TAs) are important in determining the purpose of a Travel Plan in relation to a particular planning application and will identify how the Travel Plan can help address the impact of the proposed development.

The required structure for the Travel Plan is set out below, including section headings and advice on information to include:

Section 1: Executive Summary

Section 2: Travel Plan status and timescales
This Section should state whether the Travel Plan is a final or framework document. If framework, (usually requested for outline applications, housing developments or any other proposal where the end users are not yet known), it should set out when the full details of the plan will be worked up

Section 3: Background
This Section should describe the proposed development, including:

- site location (on a map)
- development type and scale
- proposed activities and if applicable, nature of existing development to be extended.
- details of the number of employees, students, residents
- visitor/customer profiles

Section 4: Site travel opportunities
This Section should provide a summary of the travel opportunities and likely modal split associated with the site, including:

- existing access provision by all modes
- “hard” transport measures associated with the development, as defined by the TA e.g. on-site car parking provision, dedicated car share spaces, secure cycle parking, bus, cycle and pedestrian access provision in the vicinity of site
- transport shortcomings and/or opportunities to maximise sustainability identified by the TA that the Travel Plan may be able to address

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- scope for Travel Plan measures.

Section 5: Objectives and targets

This Section should state what the Travel Plan aims to achieve. The objectives should be derived from the TA. Example objectives are:

- to reduce the impact and frequency of car travel
- to increase the accessibility of the site to a wide range of people
- to improve the health and wellbeing of staff/residents
- to reduce any transport impacts of the development on the local community.

Travel Plan targets should be clearly worded as **measurements** of the objectives and be compatible with the outcomes forecast by the TA/TS, assuming implementation of the Travel Plan

Targets must be transparent, realistic and justified. They should also be SMART (Specific, Measurable, Achievable, Realistic and Timed). The following table headings give a preferred structure for setting out targets.

Objective	Target	Timescale	

Note
Timescales for achieving targets will vary according to the nature of the development proposed.

Section 6: Travel Plan measures

This Section should describe a package of measures that will be implemented to meet the objectives and targets. When describing measures, it is important to state which target they relate to and to specify the action (by whom eg Travel Plan Co-ordinator or Facilities Manager and by when) as suggested by the table headings below:

Target	Measure	By whom	By when	Expected cost

A list of possible Travel Plan measures is given below. Different packages of measures will be required for different land uses and scales of development. The measures should include a balance of “carrots and sticks” and be flexible over time for example if, users/occupiers change.

Section 7: Travel Plan Co-ordinator details

This Section should confirm the appointment of a The Travel Plan Co-ordinator whose contact information should be provided to the County Council, before the development is first occupied (or otherwise agreed)

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The Travel Plan Co-ordinator will be responsible for implementing, progressing, promoting and monitoring the Travel Plan and their appointment is critical to the success of the Travel Plan. They will be the main contact for site users and County Council officers. On sites with more than one occupier, it is preferable for one Co-ordinator to represent all occupiers.

Section 8: Marketing and promotion

This Section should demonstrate that the Travel Plan measures will be communicated to site users/residents in an engaging way. It should provide an outline of the ways in which the Travel Plan measures will initially be marketed and promoted to all site users/residents. Promotion may need to continuously evolve so that the initial take up of measures does not dwindle over time or that the (planned-for) gradual build-up of impacts is achieved, as specified by such targets.

Promotion should begin at the first point of contact with the Travel Plan. For example, a Travel Information Pack should be provided for:

- prospective and actual homebuyers as part of the marketing and sale of homes; or
- for staff, parents and pupils as part of recruitment, enrolment and induction processes in the case of workplaces and educational establishments.

Other marketing and promotion techniques include:

- use of site notice boards, company/site intranet/social media/residents' associations
- staff travel club
- promotional events with competitions and prizes
- promotional materials and ticket sales (for sites with large numbers of residents/customers/visitors).

Section 9: Monitoring

This Section should state that the Travel Plan will be monitored by SAM surveys or as otherwise agreed, and that regular staff/resident surveys will be carried out to ensure the right measures are being promoted and implemented.

Section 10: On-going management and review

This Section should outline how the Travel Plan will be resourced and managed in the longer term, beyond the initial start-up period. It should explain:

- funding allocated: what funding and who by
- on-going management: including responsibility for monitoring, post-monitoring and (if applicable) contingencies
- how the Travel Plan will continue if the occupier changes
- for residential sites: handover arrangements from the developer to a management or residents' group.

The on-going management strategy should outline how the Travel Plan will be brought back on track should it not meet its objectives and targets.

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8 Possible Travel Plan measures

Soft measures" are techniques for influencing people's travel behaviour towards more sustainable options. Travel Plans will require different packages of these for different land uses and scales of development. A list of possible Travel Plan measures is given below:

Timed actions such as "introduce a car share scheme by xxxxxx" should be set out in Section 6 under the package of measures proposed; they should not be considered as targets.

Table 2- Travel Plan measures

Promotion of practices/facilities that reduce the need to travel
flexible working hours for staff including compressed working week
provision of IT systems for home-working, home shopping etc
teleconferencing
local recruitment policy for staff
notice boards for travel information, including timetables, car sharing etc
personalised travel planning for staff, residents and pupils
on-site facilities for eating, shopping etc
storage for shopping, deliveries etc
sales staff training on Travel Plan measures
Reducing car use
car parking charges and management, including allocation of parking spaces in a structured manner e.g. a rota (only 4 days out of 5), assessment of need (based on distance from site or need to drive for work or caring responsibilities), preferential parking space allocation for car sharers
promotion of car sharing e.g. use of lift share or Travelchoice car share database, car sharing matching facility, guaranteed emergency ride home for car sharers, priority parking for sharers, car sharer coffee mornings, priority parking and reduced car parking fees for car sharers
car club: set up or join an existing or planned service, for use by residents (e.g. www.carplus.org.uk).
pool cars for staff
highly efficient petrol or diesel or alternative fuel fleet vehicles e.g. electric, electric hybrid, LPG or bio-diesel fuels
promoting the choice of alternative fuel vehicles purchased by staff or residents e.g. electric moped or car charging points, priority EV parking spaces
financial incentives e.g. for not driving, for giving up a parking space
Park and Ride: parking in existing public car park on urban fringe, then catching a bus/cycling/walking to site
Raise awareness of health, social and environmental benefits of reduced car use

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Increasing walking and cycling
changing and showering facilities
lockers for storing outdoor clothing equipment for pedestrians and cyclists
drying facilities
pool bicycles
bicycle user group
discount vouchers for use at cycle shops
financial incentives e.g. favourable loans for staff to purchase bicycles, mileage allowances
electric bikes
cycle training/induction scheme for resident/staff/pupils
cycling events
cycle maintenance
balance bikes and scooters
cycle pumps, helmets and hi-visibility clothing
walking buses for schools/ “buddy” walking and cycling/cycle trains
places to sit and rest
route maps and wayfinding posts
emergency ride home from work/school etc
Increasing the use of public transport
promotion of pedestrian routes connecting with bus stops and rail stations
personalised journey planning
negotiating with operators to achieve service/route improvements
favourable loans for season ticket purchase
discount vouchers and taster tickets for public transport
discounted season tickets
emergency ride home for those using public transport
private shuttle bus/ works bus to fill gaps in public transport services for staff and pupils
access to public transport information, at boarding points via site notice boards or internet/intranet for staff, residents, pupils and visitors
pupil escorts on public buses to improve child safety
Provision for powered two-wheelers
lockers for storing motorcycle/moped clothing and helmets
safe rider training for motorcyclists

“Hard” measures such as on- and off-site car parking provision and control, public transport infrastructure and associated proposals, safe pedestrian/cycle access and secure parking for bicycles and powered two wheelers should all be output by the TA, although a Travel Plan may refer to a need to change or enhance such measures to achieve targets

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9 Travel Plan Statements

A Travel Plan Statement should follow the principles of a full Travel Plan. As a minimum it is normally expected to include the following:

- A description the site, its existing and proposed use, the number of residents,
- An assessment of the site's travel opportunities
- Objectives – usually derived from analysis included in the Transport Statement
- Explanation of the proposed package of Travel Plan measures
- A commitment to marketing and promoting the measures, sustainable travel facilities

10 Contact Information

For further information about this guidance, please contact:

Development Control (Transport)
East Sussex County Council
County Hall
St. Anne's Crescent
Lewes
BN7 1UE

Tel: 01273 482254
developmentcontrol.transport@eastsussex.gov.uk

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Appendix A: Travel Plan Auditing Fees

Land use	£4,500	£6,000
A1 Food retail	800 m^2 or over*	1200 m^2 or over
A1 Non-food retail	1500 m^2 or over*	2250 m^2 or over
A2 Financial and professional services	2500 m^2 or over*	3750 m^2 or over
A3 Restaurants and cafes	2500 m^2 or over*	3750 m^2 or over
A4 Drinking establishments	600 m^2 or over*	900 m^2 or over
A5 Hot food takeaway	500 m^2 or over*	750 m^2 or over
B1 Business	2500 m^2 or over*	3750 m^2 or over
B2 General industry	4000 m^2 or over*	6000 m^2 or over
B8 Storage or distribution	5000 m^2 or over*	7500 m^2 or over
C1 Hotels	100 bedrooms or over*	150 bedrooms or over
C2 Residential institutions - hospitals, nursing homes	50 beds or over*	75 beds or over
C2 Residential institutions – residential education	150 students or over*	225 students or over
C2 Residential institutions – institutional hostels	400 residents or over*	600 residents or over
C3 Dwelling houses	80 units or over*	120 units or over
D1 Non-residential institutions	1000 m^2 or over*	1500 m^2 or over
D2 Assembly and leisure	1500 m^2 or over*	2250 m^2 or over
* or less than this if a Travel Plan is required for a smaller development		

Where an application is for a mixed development, the development type that exceeds the relevant threshold by the greatest percentage will be the basis of the fee. For example, a development with 1000 m^2 food retail (25% over threshold) and 4500 m^2 non-food retail (100% over threshold) would incur a fee of £6,000. The maximum fee payable is £6,000.

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Appendix B: Example s106 clauses and conditions to secure a Travel Plan

S106 obligation: Clauses.

- Prior to the first Occupation of any part of the Development to prepare and submit to the County Council a draft Travel Plan such plan to be based on and consistent with the analysis contained in the Transport Assessment

- Not to Occupy or cause or allow to be Occupied any part of the Development until the Draft Travel Plan has been approved in writing by the County Council as the Travel Plan

- To use best endeavours to achieve the Travel Plan Objectives and following conclusion of the first [XX] months of Occupation of the Development/ on the occupation of the [XX]th dwelling to submit to the County Council base line data and thereafter monitoring information (data and report) in accordance with the methodology(ies) detailed in the Travel Plan.

- If Travel Plan Objectives are not being achieved to implement further suitable measures and initiatives to achieve the Travel Plan Objectives before [the next monitoring surveys/XX occupation/within XX months]

Conditions

- The submitted Travel Plan [Statement] shall be in operation on occupation of development and thereafter for a period of [five] years. The appointed Travel Plan Coordinator shall provide monitoring reports to the Local Planning Authority after [1, 3 and 5] years to be audited by the Highway Authority.

Reason: In order that the development site/use hereby permitted maximises its accessibility by non-car modes and to meet the objectives of sustainable development.

- No part of the development shall be occupied until a Travel Plan [Statement] has been submitted to and approved in writing by the Local Planning Authority in consultation with the Highway Authority. The Travel Plan once approved shall thereafter be implemented as specified within the approved document and in accordance with the latest guidance and good practice documentation as published by the Department for Transport and/or as advised by the Highway Authority.

Reason: To encourage and promote sustainable transport.

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