



Inner Moray Firth Local Development Plan - Transport

Working Paper 2 – Managing Transport Investment through Development Planning

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Summary

This working paper discusses possible mechanisms for managing sustainable transport supply requirements within development planning under the new Inner Moray Firth Development Plan. It should be read in conjunction with Working Paper 1 on the criteria for journey time competitiveness.

Drawing from good practice managing funding for sustainable transport delivery, this review identifies how funding mechanisms could be deployed: when developments are constructed, and through ongoing management of travel from developments.

Travel time is the simplest way of representing the travel choices available. Analysis of travel time competitiveness has commonly been part of transport assessments and travel plans and could be also used to specify transport requirements.

Based on the transport assessment and travel and access plan, implementation of such requirements could be secured using planning obligations, perhaps also with a developer contribution to the cost. The plan should include specific details about the action to be taken, and ways of monitoring that planned goals are being achieved.

Travel time competitiveness plans should: identify a lead person or organisation; include mechanisms for development, consultation and review of the plan with third parties; include clear timescales for review and requirements for liaison with all partners to the agreement; clarify the roles, functions and communication requirements for all parties; establish and revise governance arrangements as required to ensure that implementation of the plan proceeds as envisaged; and identify procedures for revising funding arrangements to ensure that the costs of service delivery are sustainable.

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1.0 Introduction

- 1.1 The approach to transport in the Inner Moray Firth is changing with the Inner Moray Firth Local Development Plan 2: Main Issues Report as key to supporting a switch to more sustainable forms of travel.
- 1.2 For many years development plans sought to provide new transport infrastructure and services consistent with the predicted demand for travel. The new approaches seek to manage travel in more sustainable ways so that the levels of demand are viewed as an explicit outcome of the approach to development planning.
- 1.3 Planning obligations and developer contributions define the contractual frameworks for managing the travel from a development but the methods for assessing compliance with policy and delivering programmes consistent with sustainable transport are changing.
- 1.4 The Inner Moray Firth Local Development Plan 2: Main Issues Report frames new obligations and policies for journey time competitiveness in terms of:
 - Access to local services to ensure walking and cycling are the most competitive modes for an increasing number of trips.
 - Locations where public transport can offer competitive journey times with cars
 - Expanding the range of competitive locations for public transport through transport hubs which enable interchange between locations dependent on car access (using increasingly zero emission vehicles) and core public transport routes where public transport can be competitive.
- 1.5 This working paper discusses possible mechanisms for applying these new criteria within developments. It should be read in conjunction with Working Paper 1 on the criteria for journey time competitiveness.

Methodology

- 1.6 The Main Issues Report suggests that a mix of maximum travel time thresholds to local facilities and ratios of travel time for car and non-car trips could be used to ensure that development locations have transport available consistent with sustainable development.
- 1.7 Securing these sustainable approaches over time requires transparency about how services and facilities are provided and maintained. This includes setting up robust arrangements to monitor the sustainable travel performance of the development and ensure the sustainability of revenue streams to maintain essential services.
- 1.8 Drawing from good practice managing funding for sustainable transport delivery this review identifies how funding mechanisms could be deployed within developments:
 - When developments are constructed – principally investment in infrastructure such as local active travel networks.
 - Through ongoing management of travel from developments – with sustainable funding approaches to secure ongoing resources to maintain services over time, such as bus services.

2.0 Assessing Policies for Travel Time Competitiveness

The limits of travel demand analysis

- 2.1 Each new development requires an assessment of transport to ensure that plans are in place to ensure safe and sustainable transport access. In the past, some transport assessments used existing patterns and trends to assess travel demand, but in the future a stronger focus on transport supply specifications will be required so that development can be part of a process to shape a future more consistent with sustainable transport within planning policy.
- 2.2 Travel time competitiveness has not traditionally been used explicitly as a transport requirement. Transport requirements have been more often defined in terms of estimated travel demand, but the changing patterns of travel demand have proved to be difficult to measure, manage, monitor and enforce over time.
- 2.3 However, analysis of travel time competitiveness has commonly been part of transport assessments, often used to assess the demand for travel. The demand for travel has then been used to assess infrastructure requirements to meet the expected level of demand, but transport supply to achieve specified travel time competitiveness could just as easily be specified in planning obligations.
- 2.4 Given that travel demand estimates from new development are largely derived from evidence of land use patterns and transport supply, there is no major loss of effectiveness from a greater reliance on transport supply requirements within development planning. Travel time is the simplest way of representing the travel choices available, and have the potential to reflect the sustainability of transport supply.

Managing transport supply and demand for more sustainable outcomes

- 2.5 Increasingly travel and access plans are able to define the requirements for transport supply to enable both: infrastructure requirements to be met at the time of construction and systems put in place to manage transport supply and demand into the future.
- 2.6 Transport assessments and travel plans vary in complexity for different types of development with:
 - Workplaces – Assessing employee commuting to and from the site and during work with plans to ensure competitive shared transport opportunities are available including public transport. Visitor, freight and delivery movements can also be important for some workplaces requiring detailed assessments and plans.
 - Residential locations – Using travel time competitiveness to assess the travel generated by residents of housing developments and plans to influence travel choices at journey origins rather than destinations. Personalised plans for accessing services and facilities, with targeted information and offers, can be used to influence competitiveness.
 - Trip attractors – Assessing the travel footprint of retail, leisure, sports, entertainment and other locations where the traveller has a choice of destination available when making the trip. Unlike homes and workplaces where the locations are fixed, each journey depends on the perceived temporal attractiveness by time of day and day of the week. Travel and access can be

used to manage journey time competitiveness alongside other location competitiveness considerations. Managing staff travel can be an effective way to support the viability of public transport for visitors. Plans need to focus more heavily on how promotion of sustainable travel choices will be delivered.

- Service providers – Assessing the travel associated with healthcare, education and other travel to facilities where the traveller has limited choice of destination. Travel plans for these locations recognise that competitive non-car solutions are generally better known to the service providers than the travellers themselves, making information, particularly personalised information, relatively important as an influence on travel behaviour. Service providers have chosen the destination location for most service users, so are also well placed to invest in the infrastructure and services to serve these locations to ensure sustainable choices are available.

- 2.7 For smaller developments statements of plans for transport supply and demand will be appropriate for the size and complexity of the development. Even developments of only a few houses need somewhere to park cars, footpaths to the local shops, and competitive travel options for zero-emission transport, including shared transport services including buses where demand is sufficient.
- 2.8 Larger developments will need to follow through all of the transport assessment and travel planning processes identified in national guidance, not least to ensure that plans are in place to deliver net-zero transport emissions in line with the national roadmaps to net-zero.

3.0 Planning Obligations

- 3.1 Based on the transport assessment and travel and access plan the implementation of the plan can be secured by a planning obligation, and perhaps also developer contribution to the cost.
- 3.2 These allow the council and developer to enter into a legally binding agreement to deliver the plans, as envisaged in the assessment.
- 3.3 Travel plans allow developer to demonstrate how planning policies for the development can be directly related to investment. This overcomes one of the most challenging elements in negotiating planning obligations, by ensuring that any costs of implementation are fairly and reasonably applied. The developer led plans also enable the developer to ensure transport supply consistent with both policy goals and the viability of the development.
- 3.4 To achieve these benefits planning obligations should include:
 - The timetable for implementation, monitoring and modification of the travel plan to meet travel time competitiveness goals.
 - Details of the responsibilities for funding each measure including engagement with delivery partners such as transport operators
 - Details of how business plans to secure sustainable transport services will be provided.
- 3.5 For example, planning obligations could identify how facilities management charges to residents could be used as funding mechanisms for shared transport services such as buses and car clubs, similar to the charges commonly made for shared ground maintenance including of car parking areas.
- 3.6 Where travel plans indicate that shared transport services can be expected to be commercially viable within a few years the Council will need to be clear how the travel patterns will be established, such as vouchers for bus season tickets, issued to staff under destination travel plans or to residents of new houses.
- 3.7 For the travel and access plans to be implementable in planning obligations, they will need to describe specific details of the action to be taken and ways of monitoring that planned goals are being achieved.

4.0 Managing Implementation

- 4.1 There needs to be clarity about where the responsibility lies for maintaining travel time competitiveness in line with the travel plan. Commercial bus service routes or schedules could change as part of regular reviews by operators and other shared transport services could be withdrawn if responsibilities are not allocated with sufficient clarity.
- 4.2 It is important that the travel and access plans:
- Identifies a lead person or organisation responsible for ensuring the conditions are met. This might be a facilities manager with expertise in transport service design and management. The lead person should have the expertise and ability to deal with all parts of the plan including the transition from construction to occupation, and how any future handover to subsequent owners and occupiers of the site will take place.
 - Include mechanisms for development, consultation and review with third parties such as bus operators or bus service improvement partnerships.
 - Include clear timescales for review to ensure that the plan continues to be relevant and effective. This includes requirements for liaison with all partners to the agreement including the Council.
 - Clarify the roles, functions and communication requirements for all parties involved in delivering plans. These parties include groups that will not typically have been involved in agreeing the planning obligations during the development planning such as staff of companies affected, and residents committees or associations.
 - Establish and revise governance arrangements as required to ensure that implementation of the plan proceeds as envisaged. If some functions such as enforcement of parking requirements are delegated to third party companies, accountability for effective delivery should be clear with effective mechanisms to ensure that service delivery matches planned commitments. Responsibility for maintaining up to date contact details for all parties to the agreement should be a key requirement of any planning obligation.
 - Revise funding arrangements as required to ensure that the costs of service delivery to maintain the travel time competitiveness are sustainable.