

Agenda



Delegated Decisions - Joint Cabinet Member

Date: Thursday, 23 July 2020

To: Councillors R Jeavons and D Davies

Item		Wards Affected
1	<u>Sustainable Travel Supplementary Planning Guidance to support the Adopted Local Development Plan (Pages 3 - 48)</u>	All Wards

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Date of Issue: 15th July 2020

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Report

Cabinet Member for City Services and Cabinet Member for Sustainable Development

Part 1

Date: 22 July 2020

Subject Sustainable Travel Supplementary Planning Guidance to support the Adopted Local Development Plan

Purpose To formally adopt the Sustainable Travel Supplementary Planning Guidance documents to support the LDP

Author Planning Policy Manager

Ward All Wards

Summary The Newport Well-being Plan includes Sustainable Travel Intervention Proposals. The creation of a Sustainable Travel SPG was identified as part of these proposals.

The Local Development Plan (LDP) was adopted by Council on 27 January 2015 and is the development plan for Newport. The Sustainable Travel Draft Supplementary Planning Guidance (SPG) has been prepared to promote sustainable travel in new developments and to provide additional detail and guidance on policies in the LDP. It will encourage place makers to integrate sustainable travel as a foundation component of new development and its surrounding areas.

The SPG has been through a six-week public consultation. Comments have been received and the Council has made a number of minor amendments. It is now proposed that the Sustainable Travel SPG is formally adopted by the Council.

Proposal That Cabinet Members note the comments received and the proposed amendments the Council is seeking to make. The Cabinet Members agree for the Sustainable Travel SPG to be formally adopted

Action by Head of Regeneration, Investment and Housing

Timetable Immediate

This report was prepared after consultation with:

- All Council Members
- Head of Law and Regulations – Monitoring Officer
- Head of Finance – Chief Finance Officer
- Head of People and Business Change
- Internal Council Departments
- Community Councils
- Neighbouring Authorities
- General Public

Background

The Newport Well-being Plan sets out the Public Services Board's priorities and actions for Newport for the next 5 years to improve the economic, social, cultural and environmental well-being of Newport. The Plan sets out local well-being objectives, priorities and steps that the Board proposes to take to meet the objectives. Five interventions have been selected by the PSB in order to achieve their goals and objectives. These are:

- The Newport 'Offer'
- Strong Resilient Communities
- Right Skills
- Green and Safe Spaces
- Sustainable Travel

The Sustainable Travel intervention has a set of priorities. The creation of a Sustainable Travel SPG being one of these. The Draft Sustainable Travel SPG has been prepared to provide new guidance in consultation with the PSB (Sustainable Travel Intervention Group).

It sets out how new development should incorporate sustainable travel into their schemes. The document was subject to a 6-week public consultation from 18th October 2019 to 29th November 2019.

Comments have been received and considered by officers. The tables noting all comments received and the Council's proposed responses are available to view in Appendix 1. A summary of the main proposed changes to the SPG are below.

Key Issues Raised and Councils proposed response

The key issues raised as part of the consultation process is the objection to the wording of paragraph 4.2 and Guidance Note 3 *"that a development should be acceptable in transport terms WITHOUT the need for a travel plan."* It was noted this does not reflect the guidance contained in Technical Advice Note (TAN) 18 paragraph 9.13 which states *"... Development that is unacceptable should never be permitted because of the existence of a travel plan if the implementation of that plan cannot be enforced."*

The aim of paragraph 4.2 and Guidance Note 3 was to ensure that developers did not rely on a travel plan to make an unacceptable development, acceptable in transport terms, but once the development is built, the measures within the travel plan are not implemented. It is accepted that the SPG must be in line with national planning policy and therefore an amendment to paragraph 4.2 is proposed, but the general position will remain the same. The developers will not be permitted to rely on overly ambitious and unrealistic travel plans to get unacceptable developments through the planning system.

There were several comments received which were seeking points of clarity within the SPG. Some have been addressed in the amendments, others were considered to already have been addressed elsewhere in the SPG or in other Welsh Government policy documents (the links to these documents have now been included within the SPG).

Summary of Proposed SPG Changes

Page 4 Paragraph 1.3: Clarity added on ultra-low emission vehicles in line with PPW 10. This now includes "Travel by ultra-low emission vehicles can also have an important role to play, particularly in rural areas with limited public transport".

Page 15 Paragraph 3.12: Link added to The 'Design Guidance – Active Travel (Wales) Act 2013'.

Page 15 Paragraph 3.13: Reference made to paragraph 3.9 added.

Page 16 Paragraph 3.15: Clarity added on priority given to pedestrians and cyclists.

Financial Summary

There will be no cost associated with adoption. Following adoption, it might be desirable to print hard copies of the SPG as office copies, but this will be a modest fee. The majority of users will download the SPG electronically from the Council website.

Risks

Risk	Impact of Risk if it occurs* (H/M/L)	Probability of risk occurring (H/M/L)	What is the Council doing or what has it done to avoid the risk or reduce its effect	Who is responsible for dealing with the risk?
Clarity on the LDP policies is not provided and therefore potentially more open to interpretation and challenge.	L	L	The SPG will help to provide clarity and offer further guidance on LDP policies to aid the planning application determination process.	Head of Development Services/Planning Policy Manager
Draft SPG will carry less weight by Planning Inspectors in the determination of planning appeals.	M	L	The SPG has been through public consultation and are now ready for adoption.	Head of Development Services/Planning Policy Manager

Links to Council Policies and Priorities

The Local Development Plan is one of the statutory plans the Council has to prepare. It determines Newport's land use policies to 2026. The SPG will supplement and support the overarching principles set out in the LDP, adding more detail and clarification where required.

Newport City Council has a Corporate Plan that runs to 2022. Its primary objective is 'improving people's lives'. It has four commitments; Resilient Communities, Thriving Cities, Modernised Council; and Aspirational People. The SPG will help deliver these commitments by ensuring new development has sustainable transport schemes and initiatives integrated from the planning and design phases right through to implementation.

Options Available and considered

Approve the draft SPG for adoption.

Make alternations to the draft SPG and then approve for adoption.

Do not approve the SPG for adoption.

Preferred Option and Why

The preferred option is Option A. The documents have been subject to public consultation and comments have been considered and amendments have been made to the documents. The adopted SPG will assist the Council in determining planning applications.

Comments of Chief Financial Officer

There will be no financial impact in the adoption of these sets of supplementary planning guidance, any associated costs will be minimal and met from existing budgets.

Comments of Monitoring Officer

There are no specific legal issues arising from the Report. The proposed Sustainable Travel SPG will provide more detailed practical and technical guidance regarding the application of the strategic land use policies contained in the LDP, specifically in relation to the promotion of sustainable travel as an integral part of new development proposals. It will provide a consistent approach for the determination of future planning applications. The principle of the sustainable transport is consistent with the sustainable development principle of the Well-Being of Future Generations Act and is also an identified requirement of the sustainable travel intervention within the Well-Being Plan. The draft SPG's has been the subject of public consultation for a period of 6 weeks and the consultation responses are identified within the report. Where appropriate, minor amendments have been made to the draft SPG to reflect the consultation responses. For the most part, the amendments provide further clarification and links to other Welsh Government policies and guidance. The one substantive change is in relation to the wording of paragraph 4.2 and Guidance Note 3 to bring these provisions into line with TAN 18. Therefore, the cabinet member is now able to confirm the adoption of the final SPG, subject to these amendments. The final SPG will then be a material planning consideration in the determination of relevant applications.

Comments of Head of People and Business Change

The Sustainable Travel SPG encourages developers to think about the options for integrated sustainable travel within new developments, and also how they link with the wider area. The SPG also sets out expected standards for cycle parking and provides guidance to developers on producing an effective travel plan. Travel plans will encourage new residents/occupiers to reduce single occupancy private car journeys in favour of more sustainable forms of travel.

This guidance supports the ethos of the Well-being of Future Generations (Wales) Act 2015. In addition, the well-being goals and the sustainable development principle contained in the Act along with the council's well-being objectives and the Well-being Plan well-being objectives have been fully considered when developing the SPG and the cover report. This has been summarised in the appropriate section of this report.

Comments of Cabinet Member

The Cabinet Member for Sustainable Development and the Cabinet Member for City Services have been briefed on the draft SPG and the comments received through the public consultation.

Local issues

The SPG will affect all wards in Newport.

Comments from Non-Executive Members

Cllr K. Thomas

It is recognised that the city of Newport faces considerable challenges to the introduction of Active Travel and other future measures to create a healthier and greener city, which also considers fairness - giving as many as possible, including those in our more deprived areas opportunities to move around that are conducive to their well-being. All measures should ensure that such proposals are consistent and enforceable. It should be welcomed that Travel Plans are used within the planning process.

Recognition should be given to the prevalence of poor health, chronic and long-term disabilities and the unhealthy life-styles of some Newport citizens. (There are also and estimated unpaid 11.7K (figs from 2012) carers supporting them - who face their own individual challenges because of their caring roles.) Substantial areas of the city have steep roads meaning the main activities put forward in Active Living programmes - walking and cycling, are not realistic options for many working adults and are beyond many older citizens. Many residents would choose to have improved provision of public transport. Currently, these services are not comprehensive, perceived as unsafe in some areas and are not environmentally friendly (even with electrified train routes and some electric buses). They are also expensive compared with private vehicle costs

Public transport

Identification of safe points along roads within new developments, and adjacent roads, could be mandatory in large scale residential planning applications for the safe positioning of bus stops. Even if such bus services are not currently provided, there should be planning for future expansion of public transport.

Promotion of walking and cycling

New developments applications should incorporate the provision of footpath and cycles tracks to encourage those able to take-up these pursuits. Planning applications within retail areas could be making provision for the short-term storage of bicycles for shoppers (as if often seen in continental cities), which will make it safer for pedestrians if participation is expanded. These should also promote the city's development of Green Corridors, which are sadly very limited across this city.

Disability access

Opportunities for people with mobility problems which could have been increased but have been missed in some major projects developments. One which was successful was facilitated, in collaboration with volunteers from the Newport Access Group when they worked with Network Rail, submitted designs for the construction of the Bridge Street railway bridge. The final construction was produced with a gradient compliant with recommended gradients (the proposed designs failed to be compliant) and wider pavement provision.

Response

The Sustainable Travel SPG aims to promote sustainable travel in new developments. It is recognised that walking and cycling might not be appropriate for everyone, but this SPG will ensure that suitable infrastructure and facilities are provided at new developments to ensure that the opportunities for walking and cycling exist. Hopefully, this will then encourage increased usage which will have significant environmental and health/well-being benefits. The health and well-being advantages of sustainable travel are outlined in the first three chapters of the SPG.

As you have noted, new development applications should incorporate the provision of footpaths and cycle paths and link up with green corridors. This SPG does exactly that and provides clear guidance for how we expect new developments to link up with facilities such as parks/leisure facilities and open green space. These are specifically mentioned in the SPG, along with schools, health facilities and public transport services. The SPG also notes that where cyclists share surfaces with pedestrians, the safety and accessibility of the environment for disabled and older individuals should be assured.

The SPG does not seek to replace public transport with walking and cycling. It recognises the importance of good public transport links and encourages it as per national and local planning policy. The provision of public transport is still a very important consideration in the planning process and key to ensuring sustainable developments. Depending on the scale of the new development, the provision of bus stops is indeed something that the Council has secured in the past and we will continue to do so when there is a justified need. This can be secured through a legal agreement.

Ultimately, this SPG can only apply to new development. Its primary aim is to encourage sustainable travel and reduce single occupancy travel in private motor vehicles. In accordance with national planning policy, increasing walking and cycling is viewed as the top priority, followed by public transport. This SPG sets out clear guidance for developers which will help promote and increase sustainable travel in Newport.

Scrutiny Committees

The SPG has not been through are Scrutiny Committees.

Equalities Impact Assessment and the Equalities Act 2010

The LDP as a whole has been subjected to an Equalities Impact Assessment. The Appraisal is to be adopted as an SPG which supplement the LDP. It is not considered necessary to have separate EIA for every SPG.

Children and Families (Wales) Measure

No consultation has taken place specifically with children and young people. Children and young people were eligible to comment on the Appraisals during the formal 6-week consultation. People replying to consultations are not required to provide their age or any other personal data, and therefore this data is not held or recorded in any way, and responses are not separated out by age.

Wellbeing of Future Generations (Wales) Act 2015

The Well-being and Future Generations (Wales) Act seeks to improve the social, economic environmental and cultural well-being of Wales. Public bodies should ensure that decisions take into account the impact they could have on people living in Wales, in the future. The five main considerations are:

- Long term: This SPG encourages the use of sustainable transport and discourages the use of private motor vehicles. In the long term, this will help to improve air quality by reducing the number of private motor vehicles on the road. It will also relieve congestion. This SPG will have a positive impact on climate change in the longer term.
- Prevention: By supporting the sustainable modes of transport, single occupant car journeys are strongly discouraged. Consequently, this will help to prevent poor air quality in new developments, it will prevent congestion of the roads and it will help to prevent the effects of global warming.
- Integration: This SPG will meet many of the Well-being Goals including “*A prosperous Wales*”, “*A resilient Wales*”, “*A healthier Wales*”, “*A Wales of cohesive communities*” and “*A globally responsible Wales*”. The SPG aims to encourage the integration of secure cycle parking facilities in new developments. New cycle/footpaths will also be integrated within new development as the SPG will encourage developers to consider how their development links to the wider surroundings. Improving the understanding of sustainable travel will help integrate sustainable travel/design/climate change into the psyche of developers and the community. In addition to the environmental benefits, it will also help to integrate good design and make the developments more attractive.
- Collaboration: This SPG has been prepared in consultation with the PSB (Sustainable Travel Group). The group membership includes representatives from the Health Board, Sustrans, Newport City Homes, as well other various Council departments. It has also been subject to public consultation.
- Involvement: This draft SPG has been subject to a 6-week public consultation. This consultation has collected the views of the development and planning industry. The comments have been considered and changes are proposed. As noted above, the PSB (Sustainable Travel Group) were also involved in the creation of this document.

The proposal is in line with the Council's well-being objectives published in March 2017. Specifically, these proposals contribute to the well-being objectives to promote economic growth and regeneration whilst protecting the environment.

Crime and Disorder Act 1998

Section 17(1) of the Crime and Disorder Act 1998 imposes a duty on the Local Authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. It is considered that there would be no significant or unacceptable increase in crime and disorder as a result of the adoption of these documents.

Consultation

Extensive public consultation has taken place and comments have been received from interested parties. Consultation has also taken place within the Council, particularly with Streetscene.

Background Papers

Sustainable Travel (update to existing)



Draft Sustainable
Travel SPG v0.6 - SK :

Dated: 8 July 2020

APPENDIX 1 –

COMMENTS RECEIVED ON THE SPG AND THE COUNCIL’S PROPOSED RESPONSE

Appendix A

Respondent	Comment	Council Response
Council Highways Officer	The proposed minimum cycle parking standards within the sustainable travel document differ from those required in the Newport City Council parking Standards SPG. The cycle parking requirements should be the same within both documents.	The intention is the new standards will supersede the ones in the Parking Standards. On adoption, the ones in the parking standards will be superseded and point them in the direction of the Sustainable Travel SPG. No specific amendments to this documents are required.
Natural Resources Wales	We've no comments to make on the draft SPG in terms of our role as a statutory planning advisor. However, NRW generally endorse Plans to promote sustainable travel. In terms of your screening reports for both SEA and HRA, we note you have screened out the Plan. We have considered the reasons given and have no adverse comments on the matter.	We welcome the comments made and note that no specific amendments to the documents are required.
Centre for Radiation, Chemical and Environmental Hazards (Wales)	The SPG supplements policies in the adopted Newport Local Development Plan (LDP) relating to sustainable travel within new development and surrounding links. We welcome guidance that encourages planners and developers to consider all aspects of sustainable travel as there is strong evidence to show that physical activity improves both the physical and mental wellbeing of individuals both in current and future generations. We would concur with the statement in 1.6 that sustainable travel should be a material consideration from the outset of all development initiative and not an afterthought.	Noted and we welcome the comments. No specific amendments are required.
	Paragraph 1.3 would benefit with greater clarity on the basis of Ultra Low Emission Vehicles (ULEV) namely that ULEV public transport is viewed as sustainable, but that ULEV private transport is not sustainable / of limited / minimal sustainability. Similarly, the opening line of paragraph 1.4 further	Part Agree / Part Disagree: Paragraph 1.3 can benefit from greater clarity with regard to Ultra Low Emission Vehicles

	<p>emphasises the need to clarify this – sustainable travel by public transport and active travel have health and well-being benefits. There are few health and well-being benefits from ULEV private cars. Whilst we concur with Paragraph 1.5 the SPG has the opportunity to encourage developers to install electric car charging points in new build residential developments.</p>	<p>Planning Policy Wales (ed.10) notes: “The transport hierarchy recognises that Ultra Low Emission Vehicles also have an important role to play in the decarbonisation of transport, particularly in rural areas with limited public transport services.”</p> <p>AMENDMENT 1.3 ... Walking and cycling are the most obvious forms of sustainable travel, followed by public transport such as buses and trains. Travel by ultra-low emission vehicles can also have an important role to play, particularly in rural areas with limited public transport. Single occupancy travel in private motor vehicles is unsustainable and the general premise of this SPG is to move people away from this type of travel to more sustainable forms.</p> <p>Paragraph 1.4: The suggested amendment in paragraph 1.3 clarifies what is sustainable travel and there is no need to repeat this.</p> <p>Paragraph 1.5: Noted, and we welcome the comments, no specific amendments are required.</p>
	<p>Regarding linkages with the wider area (3.3 – 3.7) in particular connectivity with the wider sustainable network of Newport and beyond, Guidance Note 1 is useful in considering and demonstrating how applicants approach this. Whilst we agree with the context and content of the Guidance there is no information on considering the various sectors of the</p>	<p>Paragraph 3.12 notes: “The ‘Design Guidance – Active Travel (Wales) Act 2013’ advocates these key principles and provides additional detailed guidance on a variety of specific measures that could be</p>

	<p>population such as the young, the elderly and those with physical mobility conditions. It is important that sustainable travel in whatever context is as much as possible inclusive to all population groups. It would be useful to see the SPG link to wider strategies in particular the Local Well Being Plan¹ which highlights a number of health action priorities for sustainable travel (page 26).</p> <p>http://www.newport.gov.uk/documents/One-Newport/Local-Well-being-Plan-2018-23-English-Final.pdf</p>	<p>utilised” and it would be helpful to provide a link to this within the document</p> <p>In particular it is noted the ‘Design Guidance – Active Travel (Wales) Act 2013’ defines “walkers and cyclists” as people who walk; people who use pedal cycles, other than pedal cycles which are motor vehicles for the purposes of the Road Traffic Act 1988; and disabled people not within the last two groups who use motorised wheelchairs, mobility scooters or other aids to mobility.</p> <p>AMENDMENT Footer added to page 15 https://gov.wales/active-travel-design-guidance</p> <p>Section 2 of the draft SPG “Legal and Policy Context” including how the SPG links with the Well Being of Future Generations (Wales) Act, this overlaps the actions of the Councils Well Being Plan on page 26.</p>
	<p>We welcome the recognition of the need to be demonstrably able to travel to a range of services (Paragraph 3.8), but think it would be advisable to including consideration of access to those services that are planned for the site, along with the services that will need to be accessed in other areas before those services are established. This also links to Paragraph 4.3 and the statement “all journeys” should be considered.</p>	<p>Part Agree / Part Disagree:</p> <p>Paragraph 3.11 notes “Each proposed development site will be different in nature and effectively there will not be a ‘one size fits all’ solution to encourage sustainable travel within and around new developments.” Depending on the phasing of the development this may be relevant.</p>

		No specific amendments are required.
	<p>Paragraph 3.15 may benefit from emphasising that pedestrians and cyclists are <u>prioritised</u>, rather than there is a balance between motor vehicles, pedestrians and cyclists.</p> <p>Paragraph 3.16 – see above – but the wording, particularly “faster”, is not consistent with the sustainable hierarchy being adopted.</p>	<p>Part Agree / Part Disagree: AMENDMENT to Paragraph 3.15</p> <p>... Whereas this is understandable, a balance needs to be struck between calming traffic and creating a layout that gives priority to direct routes to pedestrians and cyclists.</p> <p>Paragraph 3.16, while sustainable hierarchy give priority to pedestrians and cyclists, there will still be instances where there will be higher speed roads adjacent to pedestrians and cyclists. In these instances consideration needs to be given to the safety of the pedestrians and cyclists.</p>
	<p>Regarding specific travel plans (4.1 – 4.8) it is important that the effectiveness is evaluated post development, and would encourage this to be part of planning conditions or obligations in line with the SPG. It is vital that there is continued engagement with local communities to ensure that any plan is fit for purpose and meets the needs of all.</p> <p>Finally, regarding Appendix 1, it would be useful to include an assessment of existing local population demographics along with a projection associated with new developments to ensure any travel plan meets and understands the community requirements to ensure active travel is accessible to all.</p>	<p>Part Agree / Part Disagree: The SPG does not give a set structure for a travel plan as each one will need to be specific to the needs of the site to which it relates.</p> <p>An example is provided in Appendix 1 which includes a monitoring and review section.</p> <p>Section 2 “<i>Site Description and Existing Conditions</i>” could also include an assessment of existing local population demographics along with a projection if this were relevant.</p> <p>No specific amendments to the documents are required.</p>

<p>Caerleon Civic Society</p>	<p>The Society strongly endorses the aims of this guidance as detailed in the 'introduction and background' section. We consider that it would be appropriate in this section to explicitly identify the relationship between this SPG, the SPG on air quality, and the development of the Council's Sustainable Transport Strategy. Such a reference would place planning guidance firmly in the context of the overriding need to improve personal and community health and well-being.</p>	<p>Disagree: While the promotion of sustainable travel can contribute to improved local air quality (as detailed in paragraph 1.6), the benefits of sustainable travel are not limited to just the areas designated as Air Quality Management areas and should be implemented across the whole of Newport. It is not considered necessary to specifically link this SPG to the air quality SPG.</p> <p>No specific amendments to the documents are required.</p>
	<p>Guidance Note 1. We consider that explicit reference should be made, in relation to para. 3.11, to the needs of both disabled people (residents and visitors - with or without electric wheelchairs)) and pedestrians with prams or pushchairs. Guidance should refer to the avoidance of steps/abrupt change of level; steep gradients; junctions and corners in the pedestrian network with limited forward visibility; and the need for dropped safety kerbs and road crossings.</p>	<p>Paragraph 3.12 notes: "The 'Design Guidance – Active Travel (Wales) Act 2013' advocates these key principles and provides additional detailed guidance on a variety of specific measures that could be utilised" and it would be helpful to provide a link to this within the document.</p> <p>In particular it is noted the 'Design Guidance – Active Travel (Wales) Act 2013' defines "walkers and cyclists" as people who walk; people who use pedal cycles, other than pedal cycles which are motor vehicles for the purposes of the Road Traffic Act 1988; and disabled people not within the last two groups who use motorised wheelchairs, mobility scooters or other aids to mobility.</p> <p>AMENDMENT Footer added to page 15 https://gov.wales/active-travel-design-guidance</p>

	<p>Guidance Note 2. No comments.</p> <p>Guidance Note 3. We agree that it is important to emphasise that a travel plan should only be used to enhance a development which has already been deemed acceptable. We consider that a key component of a travel plan is the utilisation of a Travel Plan Co-ordinator, fully funded for a fixed period at least equating to the development's construction period.</p>	<p>Agree: While the SPG does not give a set structure for a travel plan as each one will need to be specific to the needs of the site to which it relates.</p> <p>No specific amendments to the documents are required.</p>
Redrow	<p>Para 3.2 recognises that “movement and promoting sustainable means of travel are acknowledged as an important objective of good design”. The SPG should recognise appropriate street hierarchy, shared spaces, priority of pedestrians over car etc and that designing streets for the car as led by highway authority requirements. Encouraging Active Travel starts at the home. The draft SPG (para 1.5) recognises that people are influenced more when they have a lifestyle change such as moving home. The carriageway immediately outside the front doors should be designed to be welcoming and safe to walk and cycle from.</p>	<p>Paragraph 3.12 notes: “The ‘Design Guidance – Active Travel (Wales) Act 2013’ advocates these key principles and provides additional detailed guidance on a variety of specific measures that could be utilised” and it would be helpful to provide a link to this within the document</p> <p>AMENDMENT Footer added to page 15 https://gov.wales/active-travel-design-guidance</p>
	<p>Manual for Streets is referenced in the draft SPG in relation to footpath widths. It should be advocated as a whole and in relation to shared spaces for example.</p>	<p>Paragraph 3.18 states ... The recommended path widths for different types of user and other design features are well documented in Manual for Streets².</p> <p>This would include things like shared surface streets and squares, homezones etc.</p> <p>No specific amendments to the documents are required.</p>
	<p><i>Linkages to the Wider Area (P.12)</i> – It is understood that new designated pedestrian / cycle routes are preferred but sometimes this is not possible. Improving / upgrading existing roadways / footways to make it physically safer for pedestrians/cyclists could be possible e.g. segregations with a</p>	<p>While the SPG does not give a set formula for an active travel routes as each one will need to be specific to the needs of the site to which it relates.</p>

² <https://www.gov.uk/government/publications/manual-for-streets>

	<p>fence, kerb line etc. Otherwise, lowering traffic speeds and allowing shared space of an existing carriageway could be used effectively. The SPG could provide further guidance and examples of how active travel routes can look (new routes or upgrading of existing infrastructure).</p>	<p>No specific amendments to the documents are required.</p>
	<p>Para 4.2 and text in Guidance note 3 is not appropriate and contrary to national guidance contained in Technical Advice Note 18. Effective travel planning can be used to make a development acceptable. There are plenty of case studies to prove this. Ultimately each application must be assessed on its merits. Active Travel to schools for examples is recognised in the draft SPG. Having a school or schools within walking distance of an area and introducing new routes or improving older routes (safer, more attractive etc) is known to enable a shift change. This is a change not just to new residents on a new development but also resulting in a shift change to existing residents in the area. The SPG should be updated to reflect the guidance contained in TAN18. This being that existing travel plans can contribute to a baseline of a TA and for new developments to have a TA undertaken and then the travel plan is developed as a component part. The weight afforded to the travel plan is done on a case by case basis and dependant on what is enforceable via the travel plan. This approach is as set out by national planning policy and so an SPG should not contradict this.</p>	<p>Agree: The aim of paragraph 4.2 and Guidance Note 3 is to ensure development will not have a detrimental impact on travel and transport should the objectives and measures within travel plans not be achieved. It is noted TAN18 paragraph 9.13 states “... <i>Development that is unacceptable should never be permitted because of the existence of a travel plan if the implementation of that plan cannot be enforced.</i>” As such an amendment is proposed.</p> <p>AMENDMENT Paragraph 4.2: It is important to note that the Council will need to be satisfied that a development is acceptable in transport terms WITHOUT the need for a travel plan (unless the Council is satisfied that the implementation of an acceptable travel plan is both realistic and enforceable). A developer should not include unrealistic or unachievable measures in a travel plan to get a substandard scheme planning permission. The travel plan should only be used to enhance development which has already been deemed acceptable by the Council.</p> <p>AMENDMENT</p>

		<p>... development is acceptable in transport terms WITHOUT the need for a travel plan (unless the Council is satisfied that the implementation of an acceptable travel plan is both realistic and enforceable). In order to enhance development for its end users and reduce the impact on the environment,...</p>
	<p>Page 27 – a garage of minimum size of 6m by 3m should be recognised as being acceptable to accommodate a car and for bike storage. Garages at this size are advocated by Manual for Streets for car parking and house hold storage provision.</p>	<p>[NB: Redrow confirmed these comments are in reference to page 17.]</p> <p>Disagree: While MFS notes:</p> <p><i>“...larger garages can be used for both storage and car parking, and many authorities now recommend a minimum size of 6 m by 3 m”.</i> (8.3.41) and</p> <p><i>“... In residential developments, designers should aim to make access to cycle storage at least as convenient as access to car parking.”</i> (8.2.1)</p> <p>In the Draft SPG the footer to page 17 notes <i>“... A garage can also be identified for cycle storage, however it cannot also be declared as a car parking space (unless the applicant can provide sufficient justification that it is suitable for both).</i></p> <p>It will be for the applicant to demonstrate the size and design of the garage (e.g. position cycle storage in relation to external doors) is appropriate and make access to cycle storage at</p>

		<p>least as convenient as access to car parking.</p> <p>No specific amendments to the documents are required.</p>
	<p>Setting objectives and measures within travel plans is appropriate. However, the ability to have a remedial measures is not considered appropriate. There are far too many variables to affect people's behaviour outside of a development site and far beyond the control of a developer. Developments can put sustainable travel measures in place to allow people to change their behaviour and indeed make it easier for them to do so. However, enforcing them to undertake the most sustainable form of travel at all times is uncontrollable. If a bus service is altered or stopped for example this could affect the travel movements of many people. If the Council made highway improvements to make a car movement quicker for an individual then they make a different travel movement decision. If a Council or private car park introduced lesser parking charges at a place of work/place of visit then this could result in a different travel movement. There are simply too many variables beyond the control of the developer and that would be understood to make it reasonable for future remedial measures, at financial burden, to be introduced.</p>	<p>The SPG does not give a set structure for a travel plan and notes each one will need to be specific to the needs of the site to which it relates. Appendix 1 provides an <u>example</u>. However, the developer, in producing the travel plan, should set realistic and achievable targets and triggers. Or ensure variables beyond the control of the developer are accounted for in the way the travel plan is monitored.</p> <p>It may be more appropriate to use non-financial measures where targets are not achieved due to changes in circumstance beyond the developer's control.</p> <p>No specific amendments to the documents are required.</p>
Newport City Homes	<p>We welcome the approach of using planning guidance to promote sustainable travel. We recognise the environment and well-being benefits of sustainable travel and the responsibility of developers to work with Newport City Council to ensure that each new development supports the sustainable travel objectives.</p> <p>It is recognised that increasing the responsibility on developers to deliver higher specifications can increase build costs or reduce the number of units that can be developed on a site. We would urge NCC not to compromise on the sustainable travel principles but to also work in partnership with developers to ensure that the additional development</p>	<p>Noted and we welcome the comments. No specific amendments are required.</p>

	<p>requirements do not compromise the viability of new developments.</p> <p>While we recognise the different issues and considerations when developing larger sites compared to smaller sites, we feel it is important to have consistency in intended outcomes in terms of sustainable travel. It is important that planning and developing for sustainable travel does not become a potential barrier to new development but instead becomes a routine consideration that delivers on the required objectives and is supported through consistency in expectations and decision-making. We believe that a partnership approach between Newport City Council and developers with regular dialogue and the sharing of “lessons learnt” and good practice would be the best approach to deliver on shared objectives.</p> <p>There is a link between the level, cost and convenience offered by public transport and the use of private cars. Under-investment in public transport will make the car an option that is chosen for a major number of journeys. The availability of an extensive, safe, clean and economically advantageous public transport network is required to persuade people out of their cars. It is essential that the public transport options provide frequent and integrated travel so that it delivers a travel option that is at least as convenient as a car.</p> <p>A public transport network that is unreliable, inconvenient, not integrated and costly will result in a lack of use and generate revenue below the level required to fund future investment. It is important that transport policy includes the right investment at the right time to make public transport a viable and attractive option for current car users.</p> <p>We support the use of Travel Plans within the planning system. What is important is the overall goals of facilitating sustainable travel. It is important that approved travel plans do not place onerous on-going management responsibility on developers but instead seek to put in place actions to create the environment for sustainable travel to become the norm.</p>	
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	<p>The provision of secure bicycle storage on new development will do nothing to enhance the uptake of active travel if the “whole city” cycle infrastructure does not support cycle as a fast, safe and viable alternative to other forms of transport. To achieve this Newport must have a network of cycle routes that enable people to get from home to their place of work, school/college, health service locations, retail and social spaces without being disadvantaged by choosing to cycle. Cycle routes need to be: comprehensive, fast, safe and complete, this means that people need to be able to complete their whole journey on a high-quality route.</p>	<p>Paragraph 3.4 notes, “...the Council has produced a number of Active Travel maps which identify existing suitable routes for pedestrians and cyclists and suggest other potential routes that would help create an integrated network of active travel routes across Newport. These maps are produced by the Council and then approved by Welsh Government. They are available to view online at www.newport.gov.uk. There is also an interactive version online.”</p> <p>No specific amendments to the documents are required.</p>
	<p>Of equal importance is viable storage at the cycle destination. The barrier to the uptake of active cycle travel can be the lack of conveniently located cycle garages that are extremely secure, weather-proof, with convenient drying/changing facilities. The provision of a cursory and vulnerable bike stand with limited security measures will not make cycling a viable method for city travel. Places of work and retail spaces and social zones such as the city centre must be equipped with storage facilities that people have confidence in. Although the SPG places requirement on new development the majority of these facilities are in existing development and consideration needs to be given as to how new homes with safe cycle storage will have little impact on increasing active travel if similar facilities are not available at the destination.</p>	<p>Agree: Paragraph 3.20 states “Each long-stay cycle parking space for staff and residents should be located in a safe, convenient and accessible place suitable for everyday long-stay use; long-stay parking should be secure, covered, well-lit and have CCTV where practical/ feasible” and 3.21 recommended that “supporting facilities are provided at land uses where long stay cyclists require them, i.e. places of employment. Supporting facilities include lockers, showers and changing rooms.”</p> <p>No specific amendments to the documents are required.</p>
	<p>The level of provision of secure bicycle storage should also be carefully considered (guidance note 2). A solution that does not provide sufficient storage space for all residents in a home will mean that some family journeys cannot be made by bike even if the household desires to. There needs to be a clear understanding of the</p>	<p>Guidance note 2 sets a minimum level of provision and are based on advice from the Council’s Active Travel Officer, and is considered to be a balance between providing a sufficient level</p>

	<p>likely take-up of the bicycle as a potential travel solution and for new developments to have sufficient capacity to achieve this. It should also be considered if the planning guidance can be used pragmatically with the understanding that some developments (the location and the likely occupiers of those developments) are best suited to active travel and the possibility that the bike storage requirements are not exclusively applied based on the size of the development but rather designed for developments where they will achieve the greatest sustainable travel impact.</p>	<p>of storage and being overly onerous. This would not restrict developers providing a higher level.</p> <p>No specific amendments to the documents are required.</p>
	<p>It is important that planning guidance and travel policies recognise that not all journeys will be undertaken via active travel or public transport. With this in mind it is important that the potential of zero emission private vehicles is recognised as one element within transport and planning regulation. Where the car is used it would be desirable to maximise the percentage of vehicles that are low carbon, ideally electric vehicles. The availability of charging points is crucial to the use of electric car, with the ideal solution being charging points powered by renewable sources of energy such as solar PV panels that can be incorporated in to larger new developments including commercial developments. Consideration should also be given to the potential of electric cycles in supporting sustainable travel, they enable longer journeys by bike in areas of challenging topography. Electric cycles have become a popular commute option in many UK and European cities but again uptake will depend on the availability of reliable, secure and convenient storage solutions across the city. The potential role of bike sharing schemes should be explored, these have employ a different bike storage solution but again the security and safety of the journey are paramount to making the approach operate effectively. It is likely that electric bikes sharing schemes will become more common across Europe, these make longer bike commutes more viable, open-up cycle as a travel choice to wider sections of the population and mean that hilly terrain is no longer an issue. Travel policies should consider the potential of electric bike sharing solutions.</p>	<p>Paragraph 1.3 includes refers to Ultra Low Emission Vehicles</p> <p>Suggested amendment:</p> <p>AMENDMENT</p> <p>1.3 Sustainable travel is about moving from A to B, but valuing the environment and looking after our natural resources at the same time. Walking and cycling are the most obvious forms of sustainable travel, followed by public transport such as buses and trains. Travel by ultra-low emission vehicles can also have an important role to play, particularly in rural areas with limited public transport. Single occupancy travel in private motor vehicles is unsustainable and the general premise of this SPG is to move people away from this type of travel to more sustainable forms.</p> <p>PPW already look for new non-residential development, to have “a minimum of 10% of car parking spaces to have ULEV charging points.” (4.1.39)</p>

		<p>Paragraph 3.12 notes: “The ‘Design Guidance – Active Travel (Wales) Act 2013’ advocates these key principles and provides additional detailed guidance on a variety of specific measures that could be utilised”.</p> <p>In particular it is noted the ‘Design Guidance – Active Travel (Wales) Act 2013’ discusses Cycle Parking Layout and Other Requirements, (8.9.15) and Paid-for cycle parking (8.9.21). A link to this document is provided.</p>
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**SUSTAINABLE TRAVEL
SUPPLEMENTARY PLANNING GUIDANCE**

February 2020

*Regeneration Investment and Housing
Newport City Council
Civic Centre
Newport
NP20 4UR*

Mae'r ddogfen hon ar gael yn Gymraeg, gyda fformatau eraill ar gael ar gais /
This document is available in Welsh, with other formats available on request.

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1. Introduction and Background

- 1.1 This Supplementary Planning Guidance (SPG) supplements policies in the adopted Newport Local Development Plan relating to sustainable travel within new development and surrounding links. Before it can be formally adopted, it has to undergo a period of public consultation. Once formally adopted as SPG, the guidance contained within this document will be a material consideration in the determination of relevant planning applications.
- 1.2 This SPG was formally adopted by Newport City Council on xxxxxxxxx.
- 1.3 Sustainable travel is about moving from A to B, but valuing the environment and looking after our natural resources at the same time. Walking and cycling are the most obvious forms of sustainable travel, followed by public transport such as buses and trains. Travel by ultra-low emission vehicles can also have an important role to play, particularly in rural areas with limited public transport. Single occupancy travel in private motor vehicles is unsustainable and the general premise of this SPG is to move people away from this type of travel to more sustainable forms.
- 1.4 The benefits of sustainable travel, from environmental advantages to health and well-being benefits are well documented. This SPG aims to promote sustainable travel in new developments. It is primarily designed to be used by planning applicants, developers, sustainable transport providers and local planning authority planners. It will encourage place makers to integrate sustainable travel as a foundation component of new development and its surrounding areas. In a truly connected travel network, sustainable travel routes and options should not be limited by site boundaries. The local authority, developers and sustainable transport providers must work together to ensure safe and continuous sustainable travel networks exists across the City of Newport and beyond.
- 1.5 The location, size and nature of a new development can have a direct influence on the mode of travel that residents, employees and visitors will use to travel to and from the site. Without positive intervention, encouragement and the availability of logical sustainable travel options at an early stage, it is likely that the majority of people will rely heavily on the use of private motor vehicles to travel to and from the development. Moreover, it is recognised that individuals are more likely to change their travel habits when they are making a significant change to their lifestyle, such as starting a new job or moving home. Such lifestyle changes can therefore provide a prime opportunity to encourage people to change their travel habits.

1.6 Good design can provide the physical structures required to support sustainable travel. A network of safe and efficient cycle paths, pedestrian paths, bus stops, crossing points etc. are some of the foundational components necessary to support behaviour change in urban areas. Sustainable travel should be a material consideration from the onset of all development initiatives and not an afterthought. Sustainable travel can offer numerous benefits, not only to new residents / occupiers, but also to the greater surrounding community in which the new development will be sited. Sustainable travel can be economically beneficial for an organisation or individuals and can also help relieve local parking and congestion issues, contribute to improved local air quality, foster healthier lifestyles and help support public transport within an area.

2. Legal and Policy Context

The Planning (Wales) Act (2015)

- 2.1 The Planning (Wales) Act (2015) enables the creation of an efficient planning process that ensures the right development is located in the right place. This is done through adherence with the Well-being of Future Generations and Environment Act (see below) to ensure that we plan and manage our resources in an engaged and sustainable way. There is greater emphasis on development engagement at the pre-application stage. This approach will help ensure sustainable travel is integrated within the development site layout at the earliest stage.

The Well-being of Future Generations (Wales) Act (2015)

- 2.2 This Act is about improving the social, economic and cultural well-being of Wales. The Act ensures that local authorities deliver sustainable development by considering long term effects as well as encouraging a more joined up approach. Both of these principles are key when considering sustainable travel.
- 2.3 The Well-being of Future Generations Act put in place seven well-being goals to help ensure that public bodies are all working towards the same vision of a sustainable Wales. These goals are:
- A Prosperous Wales
 - A Resilient Wales
 - A More Equal Wales
 - A Healthier Wales
 - A Wales of Cohesive Communities
 - A Wales of Vibrant Culture and Welsh Language
 - A Globally Responsible Wales
- 2.4 It is considered that all of these goals are linked to sustainable travel, but in particular, enhancing sustainable travel is likely to have significant positive impacts on helping to create

'A Healthier Wales', 'A Wales of Cohesive Communities' and 'A Globally Responsible Wales' in terms of its impact on the environment.

The Environment (Wales) Act (2016)

- 2.5 This Act sets out the approach for the sustainable management of natural resources in Wales, which will help to mitigate for and adapt to the impact of climate change. An outcome of the sustainable management of natural resources will mean that benefits are provided for local communities equally, by encouraging decision makers to consider the economic, social and environmental impacts of decisions on current and future generations. The intention is to create a resilient natural environment. Promoting sustainable travel will be important to achieving this.

Environment Act 1995

- 2.6 The Environment Act 1995 sets out the duty on the Government and Local Authority to monitor air quality and where it is found to exceed the air quality limits, declare an air quality management area (AQMA). Once declared, an air quality action plan must be developed with the aim of reducing air pollution. In Newport the majority of air pollution is caused by road traffic. Supporting sustainable, low / zero polluting forms of travel via the planning process is one of the actions outlined in Newport's Sustainable Travel Strategy. <http://www.newport.gov.uk/en/Transport-Streets/Sustainable-travel.aspx>

Active Travel (Wales) Act 2013

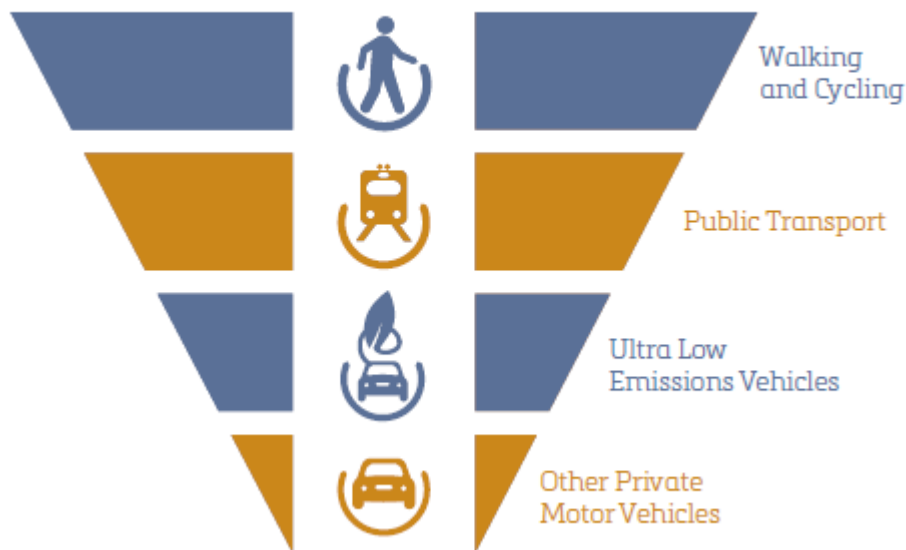
- 2.7 The Active Travel (Wales) Act places a requirement on local authorities to continuously improve facilities and routes for walkers and cyclists and to prepare maps identifying existing and potential future routes for their use. Existing routes are identified on the Existing Route Maps (ERM) and potential future routes are identified on the Integrated Network Map (INM). This SPG supports the local authority's commitment to improve facilities and routes for walkers and cyclists. The Sustainable Travel SPG will help to make place makers aware of the routes that already exist and how their new developments can integrate with the wider network.

- 2.8 **Active travel** means walking and cycling as an alternative means to motorised transport for the purpose of making ‘everyday’ journeys. An ‘active travel journey’ means a journey made to or from a workplace, education establishment, or to access health, leisure or other services or facilities.
- 2.9 The definition covers short-distance commuting, travel to schools and other educational facilities, travel to leisure facilities and so on. This definition excluded routes that are for purely recreational use (for example, routes intended as mountain bike trails) as well as routes that do not connect to facilities and services.
- 2.10 In practice, the best active travel routes will be widely used for recreation. While the aim of the Act is to promote walking and cycling as a mode of transport, the Welsh Government also strongly supports recreational walking and cycling and cycle sport. Walking and cycling for leisure is strongly linked to a person’s willingness to travel actively. A high level of recreational walking and cycling on a route is an indicator of a high quality route and should be considered a sign of success.

Planning Policy Wales

- 2.11 Planning Policy Wales (PPW) sets out the land use policies of the Welsh Government, with movement and minimising the need to travel noted as one of the overarching sustainable place making outcomes. It notes that the provision of sustainable transport infrastructure is essential in order to build prosperity, tackle climate change, reduce airborne pollution and to improve the social, economic, environmental and cultural well-being of Wales. It reads that ‘the planning system should facilitate the delivery, decarbonisation and improvement of transport infrastructure in a way which reduces the need to travel, particularly by private vehicles, and facilities and increases the use of active and sustainable transport’. PPW includes the following hierarchy for transport:

Figure 1: The sustainable transport hierarchy for planning



Newport Local Development Plan (2011-2026) (LDP)

2.12 The Newport LDP was adopted in January 2015. The adopted LDP provides the statutory framework for the development and use of land within Newport over the Plan period 2011-2026. Overarching Objective 2 – Climate Change, seeks to ensure that development and land uses in Newport make a positive contribution to minimising, adapting to or mitigating against the causes and impact of climate change, by incorporating the principles of sustainable design, **changes to travel behaviour**, managing the risks and consequences of flooding, and improving efficiency in the use of energy, waste and water. In addition, Objective 9 – Health and Well-being, seeks to provide an environment that is safe and encourages healthy lifestyle choices and promotes well-being.

2.13 In order to achieve these objectives, the LDP includes a number of strategic policies and detailed policies. The policies of most relevance are:

- SP1 Sustainability – Proposals will be required to make a positive contribution to sustainable development by concentrating development in sustainable locations on brownfield land within the settlement boundary. They will be assessed as to their potential contribution to:
 - Providing integrated transportation systems, as well as encouraging the co-location of housing and other uses, including employment, which

together will minimise the overall need to travel, reduce car usage and encourage a modal shift to more sustainable modes of transport;

- SP14 Transport Proposals – Transport proposals will be supported where they:
 - Provide for traffic-free walking and cycling facilities and expansion of the network;
 - Encourage the use of public transport and other modes which reduce energy consumption and pollution;
 - Improve road safety;
 - Provide access to new development areas which incorporate sustainable transport modes;
 - Relieve traffic congestion in the long term.

- GP4 General Development Principles, Highways and Accessibility – Development proposals should:
 - Provide appropriate access for pedestrians, cyclists and public transport in accordance with national guidance;
 - Be accessible by a choice of means of transport;
 - Make adequate provision for car parking and cycle storage

2.14 This SPG will supplement these LDP policies by providing further guidance on how new development can integrate sustainable travel initiatives and incorporate infrastructure that will increase walking, cycling and public transport patronage. The ultimate aim is to reduce carbon emissions and air pollution from our transport network.

3. Place-making and Design

3.1 Good design is fundamental in place-making and creating sustainable places where people want to live, work and socialise. Design is not just about the architecture or built environment, but must also consider how space is used, the relationship with the surrounding area, and how people move between spaces. The below figure is taken from Planning Policy Wales and identifies the key components of good design, which in turn creates sustainable places where people want to belong.

Figure 2: Objectives of good design (PPW 10)

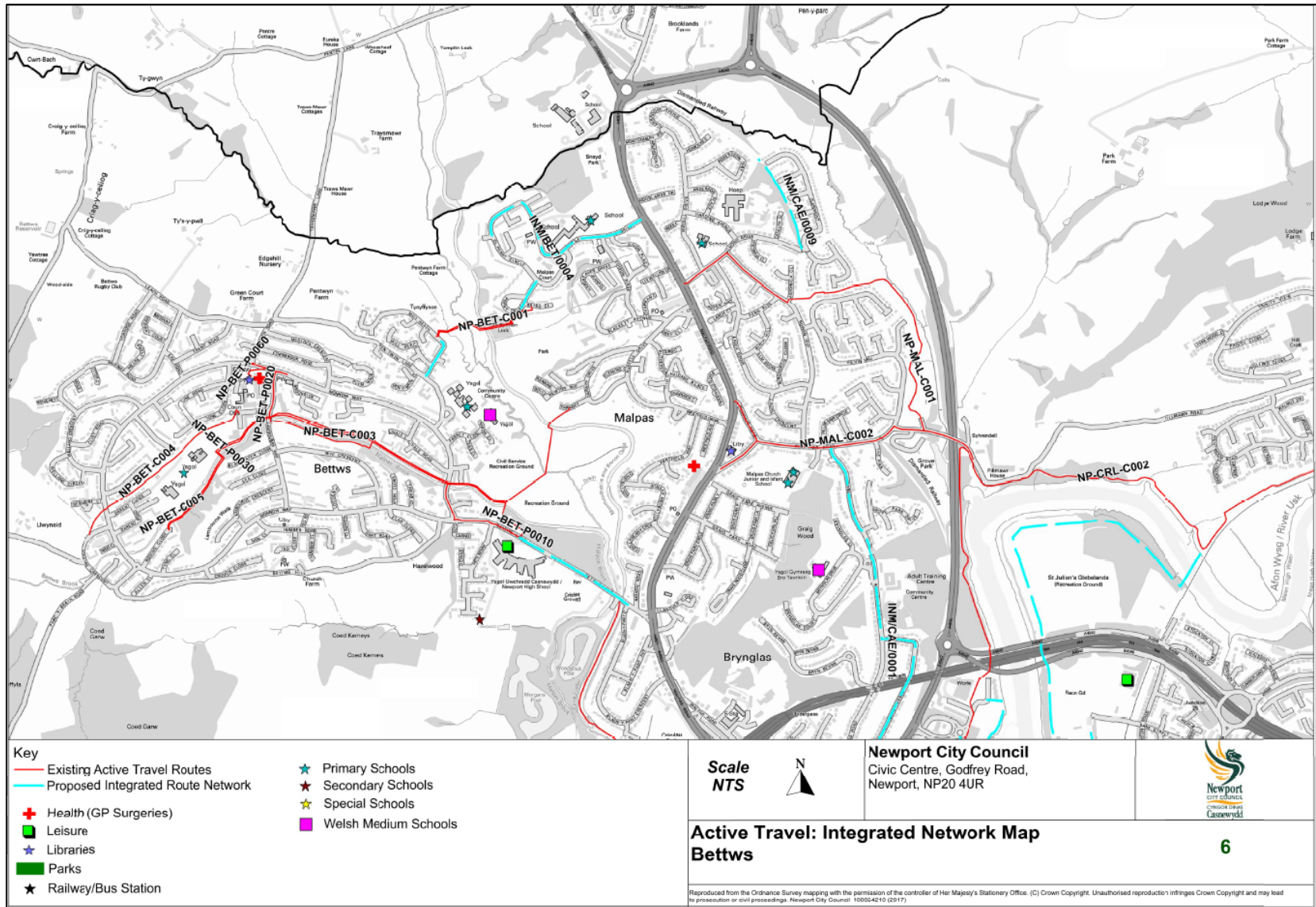


3.2 Movement and promoting sustainable means of travel are acknowledged as an important objective of good design. This means avoiding the creation of car-based developments. Minimising the reliance on the car, whilst maximising opportunities for people to make sustainable and healthy travel choices for their daily journeys. This SPG aims to help place-makers achieve these objectives by ensuring new development is linked to sustainable modes of transport, as well as incorporating appropriate, safe and sustainable linked within and between developments.

Linkages with the wider area

- 3.3 Sustainable transport links within a new development should not simply end at the perimeter of the new development. Efforts should be made to ensure that the new development connects with the wider sustainable transport network of Newport and beyond. People should be able to live on a development and travel to a destination with relative ease on foot, cycle or using public transport.
- 3.4 In accordance with the Active Travel (Wales) Act 2013, the Council has produced a number of Active Travel maps which identify existing suitable routes for pedestrians and cycling and suggest other potential routes that would help create an integrated network of active travel routes across Newport. These maps are produced by the Council and then approved by Welsh Government. They are available to view online at www.newport.gov.uk. There is also an interactive version online.
- 3.5 An example of the Bettws Active Travel Map is shown in figure 3. The map shows the Existing Route Map (existing active travel routes) in red and the Integrated Network Map (proposed new routes) in blue. It also shows the location of key facilities, including schools, healthcare, libraries, leisure facilities, parks and railway/bus stations.
- 3.6 Proposed new developments will need to take a holistic approach to consider how they link with their entire surrounding community and environment in a safe and sustainable way.
- 3.7 The council's website provides a facility for the public to report the need for pedestrian crossings and other such sustainable travel improvements. This information may prove of use during the design of the development. For more information please see - <http://www.newport.gov.uk/en/Transport-Streets/Road-safety/Road-safety.aspx>

Figure 3: Bettws Active Travel Map



Guidance Note 1: Linkages with the wider area

Guidance Note 1 – Linkages with the wider area

All planning applications for major residential development or commercial development over 1,000sqm will need to set out how the proposed new development will link with its surrounding community and environment.

3.8 To comply with Guidance Note 1, developers should provide a plan, accompanied with some text, which explains how people will sustainably travel to and from the proposed site. If the proposed site is residential, then the applicant will need to demonstrate how occupants will sustainably travel to:

- Catchment Primary School
- Catchment Secondary School
- Health Care Provider/GP surgery
- Parks/Leisure Facilities/Open Green Space
- Public Transport Services

(These facilities/services are shown on the Newport Active Map. The school catchment areas can be found at <http://www.newport.gov.uk/en/Schools-Education/Schools/Catchment-Areas.aspx>)

3.9 If the proposed new site is commercial, the applicant will need to make an assessment of how people will access the site and if there is a suitable range of options available for people to use sustainable transport modes.

3.10 In the event of there being a missing link outside the control of the applicant, this should be identified. How intrinsic the missing link is will be assessed at the planning application stage. If it is considered essential to the proposed new development, and directly linked to the proposed new development, then it might be appropriate for the Council to seek a planning contribution to complete the link. This could be for cycling and or pedestrians, such as a pedestrian crossing. Similarly, if there is no public transport in close proximity to the site, a

planning contribution may need to be considered in order to extend an existing service for example. Alternatively, in the event of missing links outside the control of the applicant/developer, the Council may use alternative sources of funding to complete them, or earmark the link(s) for when funding is secured in the future.

Design layout within the site

3.11 Each proposed development site will be different in nature and effectively there will not be a 'one size fits all' solution to encourage sustainable travel within and around new developments. However, there are some key principles which place-makers should follow when integrating sustainable travel routes. People want routes that are:

- Coherent
- Direct
- Safe
- Attractive
- Comfortable

3.12 The 'Design Guidance – Active Travel (Wales) Act 2013'¹ advocates these key principles and provides additional detailed guidance on a variety of specific measures that could be utilised.

3.13 Coherent – Sustainable travel routes must allow people to reach their day-to-day destinations easily and logically. The important places to be served are listed above in paragraph 3.8 and 3.9.

3.14 Sustainable travel routes should connect with one another seamlessly to form a comprehensive, permeable and logical network.

3.15 Direct – Pedestrian and cyclists require routes and networks which are direct and follow natural desire lines. Many new housing developments have convoluted and impermeable layouts, often driven by a desire to control motor traffic speeds. Whereas this is

¹ <https://gov.wales/active-travel-design-guidance>

understandable, a balance needs to be struck between calming traffic and creating a layout that gives **priority to** direct routes for pedestrians and cyclists.

- 3.16 Safe – Safety (both actual and perceived) is an essential user need for all. Good road safety is achieved by separating pedestrian and cycling routes from faster vehicle routes. Fear over personal safety can be major barrier to walking and cycling, and therefore lighting is an important influence on the public's perception of what constitutes a safe area.
- 3.17 Attractive – Attractive routes not only encourage more people to walk and cycle, but also contribute to the overall quality of the area. Attractive route will help to develop a sense of place and the opportunity to integrate public art to sustainable travel routes could also be explored.
- 3.18 Comfortable – Comfort is influenced by a range of factors. For pedestrian and cycle routes, the quality of the surface, width and gradient are considerations, as well as other elements such as street furniture, drainage, cleanliness and lighting. The recommended path widths for different types of user and other design features are well documented in Manual for Streets².

Cycle Storage and Parking

- 3.19 Providing adequate storage space for cycles is an important part of encouraging sustainable travel. The provision of appropriate storage and parking will assist in getting more people to use a cycle to travel and help reduce car dependency.

Guidance Note 2: Secure cycling storage and parking

Guidance Note 2 – Secure cycle storage and cycle parking

All planning applications for new development will ensure appropriate and secure cycle storage facilities are provided in accordance with the following cycling parking standards:

Table 1: Minimum cycle parking standards

DEVELOPMENT TYPE	CYCLE PARKING PROVISION	
	Long Stay Requirement (secure and ideally covered)	Short Stay Requirement (obvious, easily accessed and close to destination)
RESIDENTIAL		
Dwelling House, Student Accommodation, Over 50s Accommodation and Houses in Multiple Occupation	1 space per 2 bedrooms ³	1 space per 20 bedrooms
Care homes / self-contained elderly housing / nursing homes	1 space per 4 staff	1 space per 20 beds
OFFICES		
Business offices	1 space per 4 staff	1 space per 20 staff
Light industry and research and development	1 space per 4 staff	1 space per 20 staff
General industrial, storage or distribution	1 space per 4 staff	1 space per 20 staff
RETAIL		
Food and non-food retail, financial / professional services, cafes and	1 space per 4 staff	1 space per 20 staff

³ A secure 6'x4' garden shed or appropriately sized garage are acceptable secure storage facilities for residential development, however, they must be identified as part of any planning application and then provided in accordance with the plans. A garage can also be identified for cycle storage, however it cannot also be declared as a car parking space (unless the applicant can provide sufficient justification that it is suitable for both).

restaurants, drinking establishments, take-aways		
PLACES OF ENTERTAINMENT		
Cinemas, theatres and conference centres	1 space per 4 staff	1 space per 10 staff
Sports (e.g. sports hall or stadium, swimming, gymnasium)	1 space per 4 staff	1 space per 10 staff
Other (e.g., library, community hub, places of worship, social hall)	1 space per 4 staff	1 space per 20 staff
HOTELS		
Hotels	1 space per 4 staff	1 space per 20 staff
COMMUNITY ESTABLISHMENTS		
Hospitals	1 space per 4 staff	1 space per 20 staff
Health centres including dentists	1 space per 4 staff	1 space per 20 staff
EDUCATIONAL ESTABLISHMENTS		
Nurseries / schools (primary and secondary)	1 space per 4 staff plus 1 space per 10 students	1 space per 10 students
Universities and colleges	1 space per 4 staff plus 1 space per 10 students	1 space per 10 students
PUBLIC TRANSPORT INTERCHANGE		
Park & Ride and car parks	1 space per 20 car park spaces	No requirement
Bus, rail or ferry terminals	1 space per 4 staff	1 space per 10 staff

3.20 Each long-stay cycle parking space for staff and residents should be located in a **safe, convenient and accessible** place suitable for everyday long-stay use; long-stay parking should be secure, covered, well-lit and have CCTV where practical/ feasible (see Active Travel (Wales) Act 2013 – Design Guidance)

3.21 Additional cycle parking specification:

- Guidance and visuals on the design of cycle parking is available in the DfT Traffic Advisory Leaflet 5/02 “Key Elements of Cycle Parking” and in the [Sustrans Design Manual Chapter 12 on Cycle Parking](#).
- Each short-stay cycle parking space should be available for shoppers, customers, couriers and other visitors to a site, **and should be convenient and readily accessible**. Short-stay cycle parking should have **step-free access and be located within 15 metres of the main site entrance**, where possible.
- For both long-stay and short-stay parking, consideration should be given to providing spaces accessible to less conventional bicycle types, such as tricycles, cargo bicycles and bicycles with trailers.
- Where it is not possible to provide suitable visitor parking within the curtilage of a development or in a suitable location in the vicinity agreed by the planning authority, the planning authority may at their discretion instead accept, in the first instance, additional long-stay provision or, as a last resort, contributions to provide cycle parking in an appropriate location in the vicinity of the site.
- Where it is not possible to provide adequate cycle parking within residential dwellings, developers may engage with Newport City Council to propose innovative alternatives that meet the objectives of these standards.
- Staff should always be taken as the full time equivalent, unless otherwise stated.
- All cycle parking should be consistent with the Active Travel (Wales) Act 2013 - Design Standards, or subsequent revisions.
- It is recommended that supporting facilities are provided at land uses where long stay cyclists require them, i.e. places of employment. Supporting facilities include lockers, showers and changing rooms.
- Where cyclists share surfaces with pedestrians, the safety and accessibility of the environment for disabled and older individuals should be assured.

4. Travel Plans

What is a Travel Plan?

- 4.1 A travel plan is a document setting out a package of measures, initiatives and targets aimed at reducing single-occupancy car use and promoting more sustainable travel choices. They are either promoted voluntarily by the developer or can be secured through planning conditions or planning obligations. They aim to reduce the impact of travel and transport on the environment. Where possible, to be most effective, travel plans should be prepared in parallel with development proposals and readily integrated into the design and occupation of the new site rather than seeking to retrofit them following occupation.
- 4.2 It is important to note that the Council will need to be satisfied that a development is acceptable in transport terms **WITHOUT** the need for a travel plan (unless the Council is satisfied that the implementation of an acceptable travel plan is both realistic and enforceable). A developer should not rely on a travel plan to get a substandard scheme planning permission. The travel plan should **only** be used to enhance development which has already been deemed acceptable by the Council.
- 4.3 In order for a travel plan to enhance an acceptable development, it should address all of the journeys to and from a site by anyone that might need to visit, work or live there. Travel plans should be based on evidence of the anticipated transport impacts of a development usually established through a Transport Assessment (see Technical Advice Note 18 for further guidance on Transport Assessments). They should establish realistic and site-specific bespoke measures which seek to promote and encourage the use of sustainable travel to and from the site.
- 4.4 The primary objective of a travel plan is to provide incentives and/or disincentives to the end users of a development to reduce their reliance on private vehicles as their primary mode of travel. A successful travel plan should encourage the take up of more sustainable modes of transport such as walking, cycling, public transport or car sharing or indeed remove the need to travel all together.

When is a travel plan required?

Guidance Note 3: When is a travel plan required?

Guidance Note 3 – When is a travel plan required?

The Council will need to be satisfied that a development is acceptable in transport terms **WITHOUT** the need for a travel plan (unless the Council is satisfied that the implementation of an acceptable travel plan is both realistic and enforceable). In order to enhance development for its end users and reduce the impact on the environment, the Council will strongly encourage a travel plan to be prepared for developments in excess of the following thresholds:

Use	Threshold
Residential	> 20 dwellings
Retail	>1,000m ² gross floor area
Leisure facilities including hotels	>1,000m ² gross floor area
Offices	>2,500m ² gross floor area
Industry	>5,000m ² gross floor area
Distribution and warehousing	>10,000m ² gross floor area
Hospitals	>2,500m ² gross floor area
Higher and further education	>2,500m ² gross floor area
Schools	All new schools
Stadia	>1,500 seats

4.5 It is important to note that the above table is not exhaustive and the Council may request the submission of a travel plan in support of planning applications which fall below the stated thresholds. Developers are also more than welcome to put forward travel plans for schemes which fall beneath these thresholds. Consideration also needs to be given to proposed extensions to existing developments and whether such extensions necessitate the production of a travel plan.

4.6 In considering whether a travel plan should be requested for a proposed development, the Council will also consider issues such as:

- The scale of the proposed development, whether singularly or cumulatively with other developments, and its potential for additional trip generation;
- The existing transport situation within the vicinity of the proposed development and the availability of public transport; and
- The proximity of any nearby environmental designations that may be particularly susceptible to traffic impacts or sensitive areas e.g. Air Quality Management Zones.

4.7 The use of many developments can change over time and while the initial occupier or user of a site may have had little or no adverse impact on the surrounding area, the proposed new use could see a significant intensification of vehicles serving the development. Therefore, where planning permission is required for a change of use of a building exceeding the relevant thresholds set out above, the Council will usually request a revised travel plan or new travel plan to be prepared to take account of the alterations to the user profile and the impacts that this might have on the local transport situation.

Travel plan structure and contents

4.8 There is no set structure for a travel plan as each one will need to be specific to the needs of the site to which it relates. However, an example travel plan structure has been provided as an aid and can be viewed in Appendix 1.

APPENDIX 1 – TRAVEL PLAN EXAMPLE STRUCTURE

1. BACKGROUND

- What is a Travel Plan
- Objectives of the Travel Plan and the potential benefits

2. SITE DESCRIPTION AND EXISTING CONDITIONS

- Site description and proposed development
- Current/estimated travel mode split and trip generation
- Existing transport facilities, public transport and cycling infrastructure

3. OBJECTIVES AND TARGETS

- Objectives
 - The objectives should reflect the overall purpose of the travel plan, namely to increase sustainable travel at the site by:
 - Reducing single occupancy car travel
 - Providing and encouraging the use of more sustainable travel choices, such as walking, cycling, public transport, car sharing and car clubs
 - Reduce the need for travel
 - Any site-specific objectives should be included, for example an objective to reduce traffic along a particular road.
- Targets
 - The targets should be derived from the objectives. There may be more than one target for each objective.
 - It should be demonstrated how the targets have been set, bearing in mind the existing information available about the site (e.g. the current/estimated modal split and trip generation figures) and the proposed travel measures (e.g. a new bus service).
 - Targets should be SMART (Specific, Measurable, Achievable, Realistic and Time-bound). There could be a combination of quantitative targets (e.g. modal splits) and qualitative targets (e.g. awareness and attitudes towards sustainable travel).
 - Example target
 - To reduce the number of single-occupancy car trips to, from and within the site by 15% (from 65% to 50%) within the 5 year monitoring period. Within the first 3 years, a reduction of at least 7.5% is targeted.

4. MEASURES

- Measures selected and justification
 - The measures chosen in addition to the essential measures should be selected according to the site characteristics and any pre-application discussions.
 - Example measures:

Travel Plan Measure	Justification
Walkers' group / walking buddy group	A walking group will be set up and various routes identified. Pupils of the nearby schools will be encouraged to join the school's Walking Bus.
Creation and enhancement of cycling links serving the site	New cycle lanes will be created that link the western and eastern site entrance to the off-site roads and to the public right of way to the south of the site to encourage increased cycling.
Link the residential travel plan to the local school's travel plan.	The residential travel plan has been developed in collaboration with the Travel Plan Representative of a nearby school to ensure initiatives are joined up and effective.
Provision of travel information packs for each new dwelling	To make new house owners aware of transport routes, timetables, infrastructure etc. when they move in. A new home and new start is an excellent way of encouraging behavioural change.
Cycle parking	In order to encourage cycling, all new dwellings will be provided with appropriate and secure cycle parking. Stands will also be provided throughout the site for visitors and travel within the site.
Public Transport Discounts	A public transport discount card will be issued to all new occupants in order to encourage higher bus and train usage.
Establishment of a car club and car sharing initiatives	This will reduce single occupancy car usage which will reduce road congestion and help improve air quality.
Introduction of electric car charging points	This will help increase the use of electric cars on site which will help with air quality and the climate change agenda, but should be linked with car club/car sharing schemes in order to reduce congestion.

- Description of measures
 - This section should include full details of each measure, using maps and tables where necessary (e.g. terms and conditions for joining the car share scheme,

conditions for receiving discounts on public transport, location of cycle lockers and overview of how they could be accessed by residents/visitors etc).

- It should be stated how the measures will be monitored and how success will be measured.

5. MANAGEMENT

- Management structure and roles
 - The travel plan should detail the management structure and any other stakeholders and their roles in delivering and managing the travel plan (e.g. Travel Plan Coordinator, Steering Group, Community Groups etc). It should explain the reporting structure – e.g. the Travel Plan Coordinator is expected to provide the travel plan monitoring results to the LPA on an annual basis.

- Funding
 - This section should detail how any measures will be funded. It should specify the various activities that will require funding – e.g. raising awareness, marketing and promotion.

- Monitoring and Review
 - Monitoring and review is an important element of the travel plan and is crucial in determining the effectiveness of the measures and effectiveness of the implementation schedule. Monitoring results should provide specific information on the progress on reaching targets and any factors causing setback/non-delivery. The developer should produce a monitoring report which should be reported back to the LPA.

- Remedial measures and triggers
 - This section should include those measures that will be undertaken if targets are not met. The assessment of monitoring results should identify reasons for poor performance. These issues can then be tackled specifically, or alternatives sought. This section should specify the triggers for resorting to remedial measures.
Example:

Target	Trigger	Remedial Measures
To reduce the number of single occupancy car trips to, from and within the site by 15% (from 65% to 50% within the 5-year monitoring period.	If within 3 years of the implementation of the travel plan there is less than a 7.5% decrease in single occupancy car trips.	Provide free 2-year annual membership of the car club.

6. CONCLUSIONS