

## Bath & North East Somerset Council

DECISION MAKER:	<b>Cllr Tim Ball, Cabinet Member for Planning and Licensing</b>	
DECISION DATE:	<b>On or after 31<sup>st</sup> July 2021</b>	EXECUTIVE FORWARD PLAN REFERENCE:  <b>E 3292</b>
TITLE:	<b>Transport and Development Supplementary Planning Document (SPD)</b>	
WARD:	All	
<b>AN OPEN PUBLIC ITEM</b>		
<b>List of attachments to this report:</b> Appendix 1 – Transport and Development Supplementary Planning Document		

### 1. THE ISSUE

- 1.1 The B&NES Local Plan is being updated to reflect the Council's priorities on the Climate and Nature emergencies. This includes changes to key transport planning policies and these need to be supported by a new Transport and Development Supplementary Planning Document to set out the detail not appropriate in a Local Plan.

### 2. RECOMMENDATION

#### 2.1 The Cabinet Member is asked to agree that:

- a. **The Transport and Development Draft Supplementary Planning Document (Appendix A) is agreed and issued for statutory consultation under Regulation 12 (b) of the Town and Country Planning (Local Planning) (England) 2012 regulations; and**

- b. delegated authority is granted to the Head of Planning to make minor amendments and correct any errors to the Transport and Development Draft Supplementary Planning Document in consultation with the Cabinet Member for Planning, and then undertake the public consultation**

### **3. THE REPORT**

#### **Background**

- 3.1 Bath and North East Somerset (B&NES) Council declared a Climate Emergency in March 2019, and an Ecological Emergency in July 2019, with a target to achieve Carbon Neutrality by 2030. Transport accounts for 29% of B&NES carbon emissions and is therefore a key part of our efforts to achieve this goal. ‘Business as usual’ is no longer an option, and we need to act swiftly to achieve a major shift to mass transport, walking and cycling to reduce transport emissions. Our primary target is to reduce vehicle mileage by 25% per person by 2030, and we also need to reduce the proportion of vehicles solely powered by Internal Combustion Engine, i.e. petrol and diesel, to just 10% of those on the roads.
- 3.2 Physical inactivity contributes to one in six deaths in the UK. Doing regular exercise, like walking and cycling, can help to prevent and manage over 20 chronic conditions and diseases, including heart disease, type 2 diabetes and some cancers. Active travel also has an impact on mental health, with just 20 minutes of exercise a day cutting the risk of developing depression by 31%. Disadvantaged areas tend to have a high density of main roads, leading to poorer air quality, higher noise levels and higher collision rates, exacerbating health inequalities. Transport therefore offers a good opportunity to contribute to better health, well-being, safety and security, and to address health inequalities, for those who live, work and travel in B&NES.
- 3.3 With this in mind, transport policies (ST1-ST8) set out within the Local Plan Partial Update have been strengthened, and this Transport and Developments SPD has been produced in order to build on these policies, provide guidance and to set standards and expectations for delivering sustainable development within B&NES. It provides clarity for anyone involved in the development process for “what good looks like” to B&NES Council, drawing on Best Practice. The SPD applies to new development and re-developments requiring planning permission.
- 3.4 The SPD covers the following topic areas:
- Walking and Cycling
  - Parking
  - Ultra-Low Emissions Vehicles
  - Travel Plans

## **Walking and Cycling**

3.5 The importance of enabling people to walk and cycle is well established and cuts across many areas, including health and wellbeing, environment, economics and social benefits. Our Vision is:

*Safe, resilient, and universally inclusive walking and cycling infrastructure that enables mass uptake of active travel, has a positive impact on tackling the Climate and Ecological Emergency, supports health and wellbeing, and reflects local needs.*

3.6 In order to deliver on this Vision, the SPD provides substantial evidence as to the benefits of active travel, establishes objectives and design principles, signposts to detailed design guidance, and provides proportionate tools and assessment criteria to support developers in providing submissions which meet expectations. In addition to walking and cycling, the SPD supports all forms of “micro-mobility” including mobility aids and scooters, wheelchairs, pushchairs, e-bikes, e-scooters, adaptive cycles, cargo bikes and bikes with trailers.

3.7 Design requirements for walking and cycling proposals are included under the following broad categories:

- **Accessibility** – Accessibility with regards to directness, continuity and inclusivity;
- **Safety and Security** – Safety requirements, such as the need for lighting, natural surveillance, well designed routeing and personal security;
- **Comfort** – User comfort, such as the provision of seating, adequate route widths, surfacing and quality of environment; and
- **Legibility** – Ability to navigate, such as through legible routes, signage and wayfinding.

3.8 We will require developments to plan for both on-site and off-site active travel movements, and ensure seamless integration between the two. Origins, destinations and routes must be analysed in terms of travel demand and potential barriers to walking and cycling. If issues are identified, solutions must be proposed, in line with the SPD design principles, and consulted on with relevant stakeholders. Masterplans must accord with Best Practice in terms of providing for active travel, in line with design requirements. An Active Travel Checklist will need to be included with transport submissions, setting out key questions as to how proposals and masterplans support active travel, requiring responses and evidence to be signposted. This is an important tool for Developers, Officers and Stakeholders in considering development proposals in terms of active travel.

## **Parking**

3.9 The parking section of the SPD includes car and cycle parking standards, parking design standards, and a wealth of information as to how developments should accommodate different types of car and cycle parking. Parking Policy is an important lever in terms of influencing travel choices and Creating Better Places, including through:

- Enabling a reduction in vehicle usage, achieved by reducing the convenience of private vehicles in comparison with active travel (i.e. walking and cycling) or public transport, whilst not compromising mobility for disabled persons. This will improve air quality, health and congestion whilst reducing carbon and nitrogen oxide emissions. It will also provide the opportunity to reallocate road space to sustainable transport infrastructure and green infrastructure to the benefit of climate, ecology and health and wellbeing across the District.
- Creating better places, with less emphasis given over to the storage of private vehicles on street and roads. This will support the provision of green infrastructure, social spaces and sustainable transport infrastructure. This can be achieved with good design principles, enabling a reduction in the proportion of space allocated to cars and parking, along with measures to enable to reduction in car ownership and usage. A combination of which, could provide the ideal situations for low car or car-free developments.
- Avoiding haphazard, informal or inconsiderate parking behaviours and its associated effects (for example, parking on footways as a result of excess demand for on-street parking supply) by providing sufficient parking to promote sustainable travel, controlling on-street parking where appropriate and enabling travel behaviour change.
- Enhancing the accessibility of development sites by raising awareness of the potential improvements to sustainable travel modes that can lead to an increase in walking, cycling and public transport use in B&NES.

3.10 Parking Policy and Standards were previously included within the Placemaking Plan (2017). They have not been carried through into the LPPU. However, the LPPU sets the policy basis for this SPD and the inclusion of parking standards within it, which have been reviewed to better reflect Climate Emergency objectives. This has been supported by an extensive evidence review.

3.11 Key principles of the reviewed parking standards are summarised as follows:

- A zonal approach to setting parking standards has been developed from previous parking policy. This uses four zones to reflect differences in accessibility across the District.
  - Zone A: Bath City Centre;

- Zone B: Outer Bath, Keynsham and Saltford;
  - Zone C: Towns and Villages; and
  - Zone D: Rural.
- Origin car parking (i.e. residential development) has been set as maximum standards. The level has been set to achieve low car developments where conditions exist to do so, e.g. excellent accessibility, car clubs and Controlled Parking Zones (CPZ) to limit impact of overspill parking. Elsewhere, we are aiming to avoid over-provision, which can have detrimental effects on the quality of the places that we create. Cycle parking minimum standards have been increased to support cycle ownership;
  - Destination car parking (i.e. for non-residential development) has been retained as maximum standards. Maximum standards have been reviewed and adjusted in line with objectives to promote sustainable transport and avoid encouraging unnecessary car usage. Conversely, cycle parking requirements have been reviewed and increased where considered necessary to support increased uptake of cycling; and
  - Applying an Accessibility Analysis, with the zonal approach as a starting point, supports a site specific analysis of appropriate parking levels. This enables variation to be applied on the basis of accessibility, providing greater flexibility for parking appropriate to the local context. Where an increase from maximum standards is proposed, evidence will be required that all reasonable sustainable travel alternatives have been exhausted and therefore a deviation from the standards is appropriate for their development.

3.12 When undertaken correctly, parking design and layout can have a positive impact on the safety of all road users, access for emergency services, the quality of the environment, and the character and appearance of development, in addition to improving health and wellbeing and reducing inequalities. The SPD sets requirements for the location, layout and design of parking, including minimum space / dimension requirements. This includes car parking (including Blue Badge and parking for people with young children), cycle parking (including a range of cycle types), micro-scooters, powered two-wheelers, electric vehicles and commercial vehicles.

### **Ultra-Low Emissions Vehicles (ULEV)**

3.13 Whilst our priority is to reduce car usage overall, it is also critical to transition to “greener” vehicles as part of the strategy to reduce harmful impacts of car travel. The ULEV element of the SPD sits in the context of wider strategies and partnerships to support increased uptake of ULEV, including a charging network, government incentives including fiscal policy, and private investment in charging networks. The LPPU sets the policy basis for the ULEV element of the SPD, which applies to new development and re-developments requiring a “major planning consent.” It:

- Outlines a strategy for determining the provision of charging infrastructure for new residential and business developments;
- Provides guiding principles for developers, including in terms of design and location;
- Demonstrates the importance of providing ULEV infrastructure to accelerate the transition from internal combustion engine (ICE) to ULEV or Electric Vehicles (EV); and
- Defines standards and how they are applied.

- 3.14 The SPD includes charging design principles to support successful implementation. These include providing adequate access for other road and pavement users, including avoiding trailing leads and trip hazards, and minimising street clutter.
- 3.15 ULEV charging infrastructure provision should be based on identifying the needs of specific ULEV user groups in order to ensure cohesive and balanced delivery, especially when it comes to car parking. For example, charging requirements in terms of speed of charger and level of provision will vary significantly between residences, supermarkets, workplaces and transit locations such as service stations.
- 3.16 Charger types vary, with 7KW considered as a “fast” charger, and >50KW as a “rapid” charger. Provision is also split between “Active” and “Passive”. Active provision is the implementation of fully connected “ready to use” charging infrastructure. Passive provision is the implementation of underlying infrastructure, including additional capacity in the connection and distribution system to the local distribution network provider. Passive provision effectively future-proofs for uptake above what is forecast. Whilst initial capital cost is increased, the cost and disruption involved in installing chargers in future is reduced; balancing cost and provision.
- 3.17 The standards require each dwelling where parking is provided to have access to a fast, active charge point, to ensure widespread access to a home charge point, as the majority of ULEV charging occurs at home. For single dwellings with on-plot parking, this equates to one charger per dwelling, regardless of the number of spaces per dwelling. Where parking is shared, all spaces will need an active charge point. Larger residential developments with additional local facilities will need to provide an additional rapid charge point.
- 3.18 For non-residential development, one in ten spaces will need an active fast charge point, with one in two spaces having passive provision up to 30 parking spaces, and one in five spaces having passive provision above that. This allows expected demand to be met with active provision, whilst being future proofed for higher levels of demand and technological advances.

## **Travel Plans**

3.19 Travel Plans are an essential operational management tool to deliver sustainable accessibility for an organisation or development site. When prepared and delivered well, they can deliver a wide range of benefits, which include:

- Encouraging sustainable travel;
- Lessening traffic generation and its detrimental impacts;
- Reducing carbon emissions and the associated impacts on climate change and health of residents;
- Creating accessible, connected, inclusive communities;
- Improving health and wellbeing outcomes and quality of life;
- Improving road safety; and
- Reducing the need for new development to increase existing road capacity or provide new roads.

3.20 There are four types of Travel Plan, and the SPD sets out which is most appropriate depending on the type and scale of development. This informs the expectation of what should be included in a site-specific Travel Plan. Each Travel Plan must be focused on outcomes, and set out how these are going to be achieved and measured. The SPD includes a checklist to provide clarity on expectations for what should be included within a Travel Plan.

3.21 We offer two delivery options for Travel Plans, with a schedule of rates provided in the SPD:

1. The Council will be fully responsible for managing and implementing the Travel Plan on behalf of the developer, in return for a set contribution based on number of dwellings or floor area.
2. Developer / owner is responsible for funding, managing and implementing the Travel Plan, alongside a non-refundable Monitoring Fee and a bond to provide security that the Travel Plan will be delivered.

3.22 The developer is always responsible for drafting a policy-compliant Travel Plan, regardless of delivery option. A Travel Plan will be approved as part of planning submissions, and its delivery secured by Planning obligation or condition, with the majority secured by obligation. Model clauses and conditions are included within the SPD. Travel Plans will be monitored and reviewed against targets. Where agreed outcomes are not being achieved, required changes and remedial activities will be discussed, agreed and implemented.

## **4. STATUTORY AND POLICY CONSIDERATIONS**

- 4.1 The procedures for the preparation of Supplementary Planning Document are set out in the Regulations (primarily the Town and Country Planning (Local Planning) (England) Regulations 2012).

## **5 RESOURCE IMPLICATIONS (FINANCE, PROPERTY, PEOPLE)**

- 5.1 The review and preparation of the revised Draft Transport and Development SPD has been undertaken by the Transport Team and the Planning Policy Team and the costs of its preparation and public consultation will be covered within the existing budgets.

## **6 RISK MANAGEMENT**

- 6.1 A risk assessment related to the issue and recommendations has been undertaken, in compliance with the Council's decision-making risk management guidance.

## **7 EQUALITIES**

- 7.1 Pursuant to the public sector equality duty, an Equality Impact Assessment (EqIA) has been carried out for the Transport and Development SPD, which sets out thorough information on how equalities has been assessed and analysed to create an inclusive SPD. Whilst there is no requirement within the public sector duty of the Equality Act to consider groups who may be disadvantaged due to socio economic status, or because of living in a rural area, these have been included as these are key issues within B&NES. Consultation has taken place with a wide range of Officers and LDF Members, and the EqIA has been reviewed by the Equalities Officer.

The SPD aims to reduce car use, and the impacts of car travel on society. Many impacts of car travel disproportionately affect groups with protected characteristics, who also typically have lower levels of car ownership and usage. Predominantly, this is intended to be achieved by creating and improving sustainable travel choices to provide genuine alternatives to car usage. Where policies may introduce restrictions to car use, appropriate safeguards are provided to ensure access for disabled people can be maintained, e.g. providing sufficient disabled parking. Ensuring mobility for disabled people and other groups is about more than car parking and vehicle access. It includes creating spaces that support movement on foot and by bicycle, enabling access by public transport, and accommodating pushchairs and adapted and assisted mobility devices, e.g. adapted bicycles, mobility scooters. The SPD aims to provide inclusive alternatives to car travel for

those who are able to use them, whilst maintaining access for those who need to use a car, including supporting rural communities.

The SPD also aims to address issues which disproportionately present barriers to use of the transport network to groups with protected characteristics. For example, safety and security of walking and cycling routes disproportionately affect women, and this is addressed through walking and cycling design requirements in the SPD. Segregating cyclists from pedestrians and vehicles will also result in inclusive design for both cyclists and pedestrians, as will ensuring that infrastructure meets the needs of those with adapted cycles, assisted mobility devices and pushchairs. For full commentary on EqlA, please refer to the background paper.

## **8 CLIMATE CHANGE**

8.1 One of the main reasons for partially updating the Local Plan is to ensure that the Council's planning policies are amended to contribute toward achieving carbon neutrality by 2030 in response to the declaration of the Climate Emergency.

## **9. OTHER OPTIONS CONSIDERED**

9.1 None. The SPDs are needed to provide the necessary supporting detail to implement the Local Plan. The forthcoming public consultation provides the opportunity for residents and stakeholders to propose alternative options to the measures included in the SPD.

## **10 CONSULTATION**

10.1 A full consultation process is planned on the SPD, over 7 weeks alongside the Local Plan Partial Update. The consultation will include all groups of users affected by the proposals.

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<b>Background papers</b>	Equalities Impact Assessment of Draft SPD SEA Screening Report of Draft SPD
<b>Please contact the report author if you need to access this report in an alternative format</b>	