

Good Practice Advice for Developing Transport Assessments



CLACKMANNANSHIRE
COUNCIL

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1. Introduction

- 1.1 This guide describes how Clackmannanshire Council uses the planning process to secure transport assessments to identify all the issues relating to transport that may arise as a result of any proposed development.
- 1.2 This guidance is applicable to all new development proposals and to existing developments requiring planning consent to expand, relocate or change use.
- 1.3 Clackmannanshire Council's Traffic and Transportation Team are responsible for securing and assessing transport assessments required as part of the planning process.
- 1.4 This guidance explains what a transport assessment is and when it is required, outlines relevant planning and transportation policies and sets out the Council's requirements and procedures for developing, assessing and auditing transport assessments.
- 1.5 If you have any questions about transport assessments after reading this guidance, please contact the following department:

Traffic and Transportation, Principal Transportation Planner
Kilncraigs, Greenside Street, Alloa, FK10 1EB
roads@clacks.gov.uk or 01259 450000

- 1.6 This document was published in December 2008, version 1.

2. What is a Transport Assessment?

- 2.1 Most developments are likely to have some form of transport implication. A transport assessment sets out to identify all the issues relating to transport and seeks to address impacts through mitigation measures.
- 2.2 The level of detail contained within the transport assessment will vary from development to development and location to location. In some smaller developments a transport assessment may not be required or a simple transport statement will suffice. In larger and more complex developments, where there are likely to be significant transportation issues, the use of a specialist transportation consultant is recommended.
- 2.3 Clackmannanshire Council is keen to encourage, support and promote high quality and sustainable development in the local area, in line with national, regional and local policies. There is concern over developments which continue to place reliance and develop provision for the private car and fail to adequately promote the use of alternative modes such as public transport, walking and cycling.
- 2.4 Clackmannanshire Council is now taking a more pragmatic approach to transport assessments for new developments. Therefore those developments which are located in areas with good accessibility by a variety of modes or provide good access to those travelling by sustainable modes will be more favourably viewed.

3. When is a Transport Assessment Required?

- 3.1 The decision to request a transport assessment is influenced by the scale of development and the surrounding transport network. Developers who apply for planning permission, which in the opinion of the Council, are of a significant size or will have a significant impact on the surrounding transport network will be required to submit a transport assessment.
- 3.2 In cases where an extension to an existing site, a change of use or relocation is sought then a transport assessment may still be required. The transport assessment in support of such applications would require to show the additional impact the proposed changes would have. If changes to levels of parking are sought then the Council's parking standards as set out in **Development Roads - Guidelines and Specification** would apply to the whole site.
- 3.3 As a guide the following table sets out the threshold for the preparation of a transport assessment in support of a planning application, as defined in Transport Assessment and Implementation: A Guide. The Council reserves the right to request a transport assessment or a transport statement where deemed appropriate for a development below the thresholds, for example where the location or nature of the development could be of a sensitive nature. A travel plan or travel pack will also generally be required for most developments.

Land Use	Threshold
Food Retail	1,000m ² GFA
Non-Food Retail	1,000m ² GFA
Cinemas and Conference Facilities	1,000m ² GFA
Leisure Facilities	1,000m ² GFA
Business	2,500m ² GFA
Industry	5,000m ² GFA
Distribution and Warehousing	10,000m ² GFA
Hospitals	2,500m ² GFA
Education	2,500m ² GFA
Stadia	1500 Seats
Housing	100 Units

Threshold based on size or scale of land use

- 3.4 In addition to the thresholds set out above, where the impact of the development is likely to lead to an increase of 5% in traffic volume on what the Council considers to be a congested junction, a transport assessment may be requested. If an applicant is in any doubt about the requirement for an assessment, it is recommended that clarification be sought from the Council's Roads and Transportation Service.
- 3.5 Where a smaller development is proposed in a location which is predominantly accessible only by the car, the Council may request a travel plan in place of, or in addition to, the transport assessment. Information and guidance on the preparation of travel plans is available from the Council's Roads and Transportation Service.

4. Policy on Transport Assessments

4.1 In 1998 the Scottish Executive produced the Integrated Transport White Paper 'Travel Choices for Scotland'. A revised white paper 'Scotland's transport future' was produced in June 2004, outlining proposals to improve transport throughout Scotland. These national policies aim to promote economic growth, social inclusion, improved health and protection of the environment through a safe, integrated, effective and efficient transport system.

4.2 Specific policies relevant to transport assessments at national, regional and local level are:

- **Scottish Planning Policy 17 - Planning for Transport (SPP17)**
This sets out the Government's objectives for development proposals to promote more sustainable travel choices and sets out maximum parking standards.
- **Planning Advice Note 75 - Planning For Transport (PAN75)**
Accompanies SPP17 and sets out advice on good practice on promoting sustainable travel choices in developments.
- **Clackmannanshire and Stirling Structure Plan**
Policy TR1 'Integrated Transport' seeks to ensure appropriate developer responsibility for Transport Assessments, with appropriate mitigation of adverse impacts and the preparation and implementation of green transport plans. Section 75 agreements (or other legal agreements) will be used where appropriate. Policy TR2 of the Draft Alteration to the Structure Plan introduces a requirement for developers to contribute to the delivery of the LTS and such contributions sought will be commensurate with the scale of development, its transportation and people impacts.

- **Clackmannanshire Local Plan**

The Local Plan is applicable to all new developments and policy INF2 indicates that new developments should be located where they are capable of being conveniently and safely accessed by all modes.

- **SEStran Regional Transport Strategy**

This document has not yet been approved by the Scottish Ministers, but it aims to ensure that major trip generating sites are located in areas well served by public transport, walking and cycling.

- **Clackmannanshire Council Local Transport Strategy**

Sets out the vision in Clackmannanshire for improving the transport network, with a particular emphasis on sustainable travel and improving access for all.

5. Clackmannanshire Council's Transport Assessment Process and How to Produce a Transport Assessment

- 5.1 Early and ongoing discussions with the Council's Development Services throughout the process is recommended. The purpose of these discussions is to establish the scope of the transportation assessment and highlight any additional requirements or modifications that may be required to the layout and design of the proposed development and surrounding transportation network.
- 5.2 The transportation assessment will be required to identify infrastructure improvements to enhance access by foot, cycle and public transport. The need for a travel plan and the potential content of a Section 75 Agreement may also be included. The transport assessment process is an iterative one, with refinement of the layout design, improvements to the transport network and so on. Therefore regular discussion and communication between the developer, the Council and other stakeholders is important.

Scoping

- 5.3 The scoping of the development proposal identifies the need for a transport assessment or transport statement and provides the framework for its development. In order to facilitate this process the Council request that all new developments complete the Transport Assessment Scoping Form (Appendix A). This form provides the Roads and Transportation Service with the minimum information required to determine a suitable approach and the relevant parameters for the transport assessment. It aims to assist developers in clarifying at an early stage whether the transport elements of their proposals are likely to be acceptable and avoids undertaking unnecessary or abortive work. A copy of the form is

contained in Appendix A or is available to download from the Council's website at :

<http://clacksweb.org.uk/council/forms/roads/transportassessmentscopingform/>

- 5.4 In larger or more complex developments it is often useful to arrange a scoping discussion meeting, prior to the preparation of the transportation assessment, between the developer's transport consultants and the Council's Roads and Transportation Service. Ideally this would be undertaken after the Council is in receipt of the Transport Assessment Scoping Form. Some developers prefer to submit a scoping report prior to developing the transport assessment. The Council is happy with this approach as this can prevent abortive work in the future.

Transport Assessment

- 5.5 The contents of any individual transport assessment or transport statement will be dependent on the size and complexity of the development proposal, but as a general guide it should contain the following:
- A description of the development proposals, including the size of the development and details of any phasing. Details of existing or historic use and any current traffic generation should be included. The site location should also be described in relation to the local transport network.
 - An assessment of travel characteristics, including likely trip generation levels, modal split, peak periods and traffic distribution patterns.
 - Any assumptions being made, i.e. levels of traffic growth or committed development, should be clearly stated.

- A description of the measures which are being proposed both within the development and to the surrounding transport network to influence travel to the site. This should include a broad assessment of general accessibility of the site.
- A description of parking provision and arrangements - a car parking management plan may be requested by the Council. Car parking provision should be in line with the Development Roads – Guidelines and Specifications.
- A plan or description of how the development would be accessed, including any measures aimed at improving safety. For housing developments details of traffic management measures proposed should be included.
- Details of any proposed junction or capacity assessments, if required by the Council, offset by robust alternative transport infrastructure. The Council's Transportation Model (TRIPS/VISSIM) can be made available to developers for large or complex sites. The results of these assessments should be used to define any proposed mitigation measures.
- A travel plan or travel pack is likely to be required to support all new developments. For larger developments this should be separate to the transport assessment, but a framework may be included to form the basis of future discussions.
- The transport assessment must contain a clear set of conclusions, which impartially summarise the findings, both advantages and disadvantages of the development proposals. The conclusion should also include a clear list of commitments or measures being included as part of the proposals with respect to transport and any associated timescales for implementation, especially to facilitate the travel plan.

- 5.6 Developers are also directed to the Scottish Executive, 2005 publication **Transport Assessment and Implementation: A Guide**, for more information and guidance on the preparation of transport assessments.

Travel Plan

- 5.7 A travel plan is a package of measures aimed at reducing the reliance on the private car in favour of more sustainable modes. The Council require a travel plan or travel pack to be prepared for all new development proposals of a reasonable size, many of these will require the developer to enter into a Section 75 Agreement. Separate guidance on travel plans is available from the Council's Roads and Transportation Service.

Car Parking Management Plan

- 5.8 In developments where there are likely to be parking issues, the Council may require the developer to submit a car parking management plan. This may include the requirement to enter into a Section 75 Agreement. The car parking management plan should set out how the development proposes to manage any peaks in parking demand to prevent parking problems from arising on the surrounding road network. If a development should require to prepare a car parking management plan the Council will discuss the requirements more fully with the developer and their transport consultants.

Roads Construction Consent

- 5.9 Under Section 21 of the Roads (Scotland) Act 1984, any person, other than a Roads Authority, who wishes to construct a new road or an extension of an existing road must before commencing construction obtain Roads

Construction Consent from the local Roads Authority. For further information on Roads Construction Consent, developers or their consultants should contact the Development Control Officer within the Traffic and Transportation Team. An application for consent can be obtained from the Council's website at

<http://clacksweb.org.uk/council/forms/roads/constructionconsentapplication/>

Developer Contributions

- 5.10 Developer contributions are appropriate when there is a need to mitigate the impact of a development on the existing transport network. Mitigation measures may comprise network improvements such as junction amendments, traffic signals, road widening or traffic management and should include any infrastructure improvements required to facilitate the travel plan. There will be occasions when the Council will seek a financial contribution towards the works to be implemented by the Council. The need for a contribution will depend upon the scale and location of the site, but ultimately on the transport impact of the development and the requirements of the travel plan.

Appendix A - Transport Assessment Scoping Form

1. Applicant

2. Location

3. Proposed Development

Land Use	Description	Size	Unit
Food Retail			GFA (m ²)
Non-Food Retail			GFA (m ²)
Business			GFA (m ²)
Industry			GFA (m ²)
Housing			No. Units
Leisure			GFA (m ²)
Education			GFA (m ²)
Distribution/Warehousing			GFA (m ²)
Health			GFA (m ²)
Cinema/Conferencing			No. Seats
Other (please specify)			Specify

4. What is the current use of the site and the size of any existing development?

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5. What hours will the proposed development operate?

6. What are the anticipated times of the peak periods (peak hours)?

AM

PM

7. Please estimate the following:

	AM Peak		PM Peak	
	IN	OUT	IN	OUT
Existing				
No. people (inc staff, visitors etc)				
No. Cars				
No. Vans/deliveries				
Proposed				
No. people (inc staff, visitors etc)				
No. Cars				
No. Vans/deliveries				

8. Does your organisation currently have a travel plan?

Yes (organisation policy)

Yes (at specific locations)

No

9. How will the new development be accessed?

By Car:

By Public Transport:

By Walking/Cycling:

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10. How many parking spaces are –

Existing

Proposed

11. What is the proposed date of completion for the development?

12. Is the development phased and if so how?

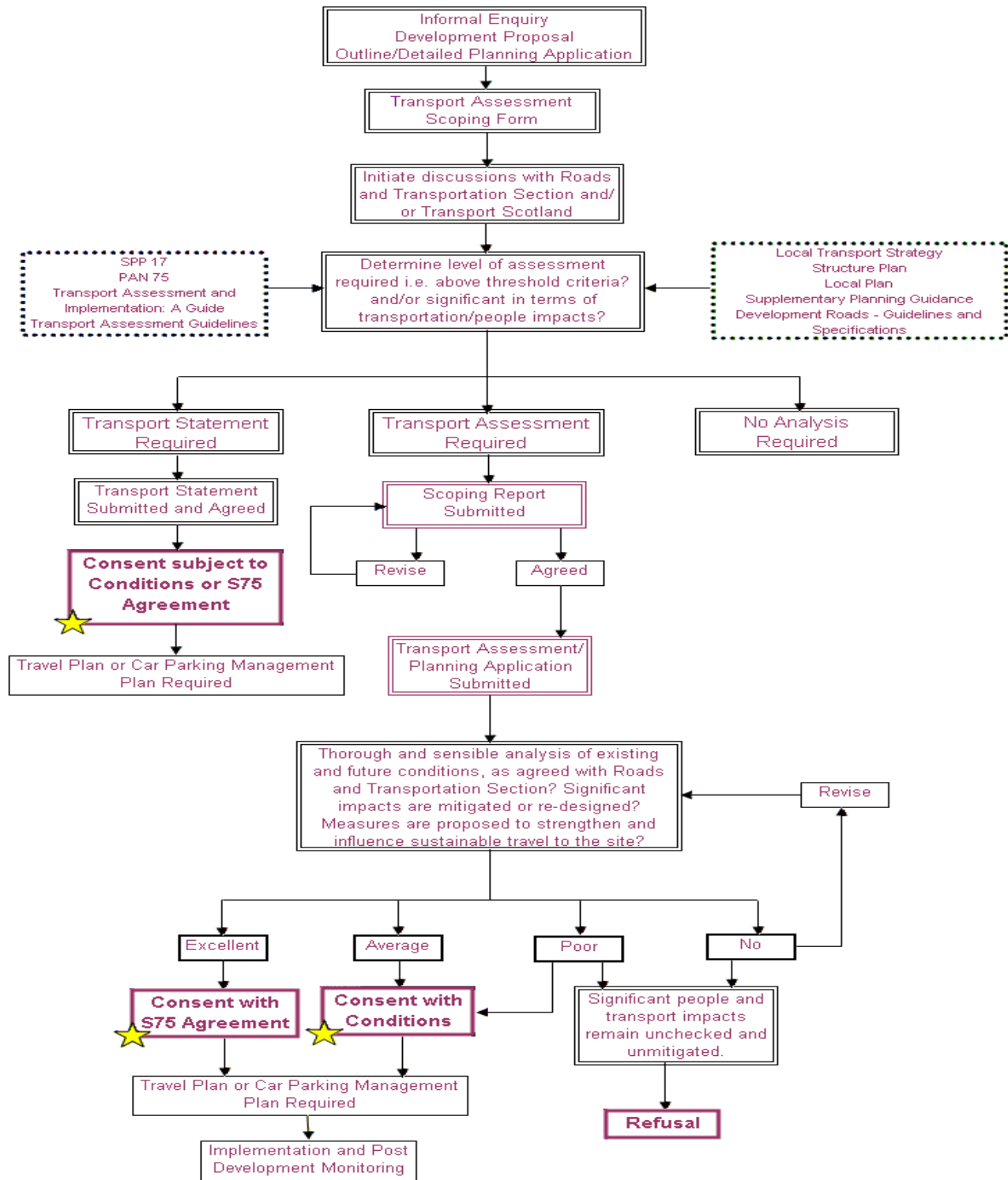
If there are any other issues or information relating to transport that you wish to make then please provide this below (continue on a separate sheet if necessary).

The completed form should be returned to:

Principal Transportation Planner
Traffic and Transportation, Development Services
Clackmannanshire Council
Kilncraigs, Greenside Street, Alloa, FK10 1EB
roads@clacks.gov.uk or faxed to 01259 727451

Appendix B - Process Map

The Transport Assessment and Implementation Process



Note: Travel Plans will generally be required in all instances where a Transport Assessment is required. Further information can be obtained on this from the Council's Traffic and Transportation Team

Appendix C – Further Guidance

The following publications give guidance and advice relating to the preparation of transport assessments:

- Scottish Planning Policy 17 – Planning for Transport (Scottish Executive – August 2005)
- Planning Advice Note 75 – Planning for Transport (Scottish Executive – August 2005)
- Transport Assessment and Implementation: A Guide (Scottish Executive – August 2005)
- Guidelines for Traffic Impact Assessment (The Institution of Highways and Transportation – September 1994)
- Clackmannanshire and Stirling Structure Plan (Clackmannanshire & Stirling Councils – March 2002)
- Clackmannanshire Local Plan (Clackmannanshire Council)
- Scotland's National Transport Strategy (Scottish Executive – December 2006)
- Clackmannanshire Local Transport Strategy 2006 - 2009 (Clackmannanshire Council – October 2006)
- Development Roads – Guidelines and Specifications (Clackmannanshire Council)

Appendix D – Extracts from Planning and Transport Policy

Scottish Planning Policy 17 (SPP17) states that when assessing development proposals:

“A framework for delivering better integration of transport and land use planning will be a key policy tool. Significant travel generating uses should be located to support more sustainable travel patterns, with specified non-car mode shares. Such a framework will consist of:

- *Location policy, ensuring development has regard to national, structure and local plan requirements, and controlling the location of significant travel generating uses;*
- *A set of maximum parking standards for specified uses;*
- *Transport Assessment methodology ensuring that proposed development incorporates maximum feasible sustainable transport access and forming the basis for planning conditions or agreements or for refusing consent; and*
- *The use of Travel Plans (also known as Green Transport Plans) and planning agreements to promote sustainable development end users.*

Planning consent should not be granted for significant travel generating uses in locations:

- *where immediate links to walking and cycling networks are not available or cannot be made available;*
- *where access to public transport networks are further than 400 metres by walking;*
- *which would encourage reliance on the private car;*
- *which would be likely to have a detrimental effect on the capacity of the strategic road and/or rail network; or*
- *where a Transport Assessment does not include any satisfactory mechanism for meeting sustainable transport requirements.”*

Planning Advice Note 75 (PAN75) states that:

“All planning applications that involve the generation of person trips should provide information which covers the transportation implications of the development. The level of detail will be proportionate to the complexity and scale of impact of the proposal. This will provide an indication of whether a transport assessment should be carried out. As a change of use could result in different travel characteristics a transport assessment should be requested where the change is likely to result in a material change in trips. For smaller developments the information on transport

implications will enable local authorities to monitor potential and cumulative impact and for larger developments it will form part of a scoping exercise for a full transport assessment. Development applications will therefore be assessed by relevant parties at levels of details corresponding to their potential impact.”

Clackmannanshire and Stirling Structure Plan Policy TR1 Integrated Transport states:

“The Structure Plan supports the objectives and targets of the Local Transport Strategies. In the preparation of Local Plans, assessment of development proposals and the further development of transport strategies, and working with neighbouring councils as appropriate, the Councils will seek to:

- 1. Reduce the need to travel by requiring developments which generate a large number of trips to locate within or adjacent to town centres. Where this is demonstrated not to be appropriate, development will require to be located in areas which have good public transport access and additionally may have access to the major road network, and are supported by appropriate local facilities;*
- 2. Improve transport choice and accessibility through the promotion of alternatives to the car including cycling, walking and public transport whilst seeking to improve road and personal safety.*
- 3. Sustain and enhance town and local centres through comprehensive traffic management and clear parking policies.*
- 4. Ensure appropriate developer responsibility for transport assessments, with appropriate mitigation of adverse impacts and the preparation and implementation of green transport plans. Section 75 agreements (or other legal agreements) will be used where appropriate.*
- 5. Reduce Environmental Impact through appropriate monitoring and management of air quality, noise pollution and congestion.”*

Policy TR2 states:

“The Councils will promote a wider choice of transport by –

- 1. Requiring developers to consider provision for public transport, pedestrian and cycle access as part of any development proposal in order to ensure that new development integrates with and where possible enhances the wider transport network linking key services and facilities;*

2. *Requiring developers, where appropriate, to contribute to the cost of providing and operating public transport services and facilities as part of a managed approach to their transport needs;*
3. *Encouraging a shift from road borne to rail freight through management of freight movements on the existing road network, the location of freight generating activities close to existing and proposed rail facilities and by requiring developers, where appropriate, to contribute to the cost of such facilities;*
4. *Promoting integration between all transport modes including a comprehensive park and ride strategy; and*
5. *Reducing the need for trunk roads and other through routes to be used for short local journeys.*
6. *Only supporting new roads schemes identified in the Development Plan and those which positively contribute to the integrated transport strategy.*
7. *Exploring the opportunities for greater use of the Forth and Alloa Harbour in the context of the Millennium Canal Link.”*

Clackmannanshire Local Plan Policy INF2 Integration of Transport and Development Proposals states:

“New developments should be located where they are capable of being conveniently and safely accessed by public transport, foot or cycle as well as by private vehicle. Exceptions to this policy will be acceptable only where the overall planning benefits of development would outweigh any accessibility disbenefits which would result.”

Policy INF4 Development Standards states:

“New development will only be permitted where provisions of the Council’s Development Roads Guidelines and Specifications can be fully met, including vehicle parking and turning facilities. Provision in excess of the Maximum Parking Standards will not normally be supported.

Development proposals that are likely to significantly affect traffic flows will require Transport Assessments to be carried out by an independent consultant for submission with a planning application. Parking, roads, footpaths and cycleways in all new developments should conform with, and contribute to, the Council’s Local Transport Strategy objectives. Each development will be assessed to take account of its appropriate local context. Under certain circumstances, the Council may accept a contribution (commuted payment) towards the provision of public parking spaces nearby in lieu of parking within the curtilage of a development.”

Clackmannanshire Local Transport Strategy 2006 – 2009 aims to:

“integrate land use and transport planning to reconcile development and sustainability”.

Policy TB1 states that:

“All larger commercial developments will be required to prepare a travel plan demonstrating initiatives aimed at reducing reliance on the private car for travel to work. Other developments will be required to show how the site will minimise the need to travel by car.”

Policy W2 states that:

“All development proposals will require to provide good quality pedestrian routes, which are direct, safe and accessible by all. This will include the introduction of speed reduction measures, 20mph zones and pedestrian priority schemes through innovative layout design.”

Policy W3 states that:

“Developments will not be supported where an existing footpath or cycle route will be lost, unless a replacement path is found to the satisfaction of the Council.”

Policy C4 states that:

“New commercial and residential developments will be required to provide appropriate facilities for cyclists including secure parking and links to nearby cycle routes.”

Policy V4 states that:

“All new developments shall provide facilities for motorised two wheelers. Larger developments shall provide secure lockers for accessories, shower and changing facilities.”

Policy PT5 states that:

“All new developments will be encouraged to locate in areas with good levels of accessibility to alternative modes of travel. This will be particularly important to those developments that generate a significant amount of traffic, including schools, hospitals, offices and retail developments.”

Policy PT6 states that:

“New housing will only be supported where there are existing links to public transport or where the development can support new services or remove the need for subsidy to existing services.”

Policy F3 states that:

“The Council will not permit any development which requires commercial servicing to adversely impact on local roads, pedestrian or cycle paths and traffic calming schemes.”

Policy ST4 states that:

“Developers of new residential areas will be expected to provide safer routes to each of the nearest primary and secondary schools in the catchment.”

Policy MI1 states that:

“Developers will be encouraged to ensure that all transport facilities are fully accessible and that footways follow the most convenient routes to important destinations. Development sites should be fully integrated into the surrounding urban area.”

Policy DC1 states that:

“Proposed developments will require a transport assessment to be submitted in support of all major sites. Smaller sites will be required to submit a transport statement to indicate the likely levels of traffic the development will generate and any proposed mitigation measures.”

Policy DC2 states that:

“The Council will work with developers to resolve transportation issues at the planning and construction stages. Particularly, liaison will be expected at an early stage to avoid unnecessary inconvenience to either party. The development of travel plans will inform many of the infrastructure decisions.”

Policy TM1 states that:

“New residential developments will require to give due consideration to the incorporation of natural traffic calming features into the site master plan to give pedestrians equally priority with vehicles and to reduce speeds.”

Policy P1 states that:

“All new development will require to adhere to the parking standards set out in the Clackmannanshire Council Development Roads – Guidelines and Specification document. In areas with high accessibility to alternative modes, the Council will seek to further restrict the number of spaces.”

Policy M5 states that:

“Developers will require to design new infrastructure in accordance with the Council’s roads guidelines to assist in ease of maintenance and road safety.”

Note: These are extracts from the policy documents and developers or their consultants are advised to consult the full versions of the documents prior to developing a transport assessment.