

# Ceredigion

Local Development Plan  
2007 - 2022

Supplementary Planning Guidance

Transport Assessment



Adopted January 2015



This Supplementary Planning Guidance (SPG) is one of a series of guidance notes which support the policies of the Local Development Plan (LDP). Although decisions on planning applications will be based on the LDP's policies (as indicated in part 38(6) of the Planning and Compulsory Purchase Act 2004), the content of the SPG is a material planning consideration.

The Welsh Government supports the use of SPG to set out detailed guidance on the way in which development plan policies will be applied in particular circumstances or areas. SPG must be consistent with development plan policies and national planning policy guidance and may be taken into account as a material planning consideration in planning decisions

The Guidance does not set out policy independently of the LDP but only provides supplementary guidance. Therefore, in line with the Environmental Assessment of Plans and Programmes (Wales) Regulations 2004, it has not been considered necessary to subject it to separate Strategic Environmental Assessment (SEA). The results of the Sustainability Appraisal/ Strategic Environmental Assessment (SA/SEA) of the policies relevant to this SPG:

- DM03: Sustainable Travel

May be viewed in Appendix 3 of the Ceredigion Local Development Plan Final Sustainability Appraisal Report (April 2013).



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## Introduction

This guidance supplements policy DM03 'Sustainable Travel', of the Ceredigion Local Development Plan, which was adopted on the 25 April 2013 and is material to all planning decisions in Ceredigion.

This Supplementary Planning Guidance (SPG) is designed to reflect the particular nature of Ceredigion as a geographically large rural area with a legacy of sub-standard roads, limited public transport and a history of development proposals of a relatively small physical size by comparison with more urban areas of Wales.

In view of the fact that Ceredigion has a widely dispersed population for whom the primary mode of transport continues to be the private motor vehicle. Therefore, developments which may not trigger concerns for trip generation in more compact urban locations in other Counties may be of concern for their impact in the context of Ceredigion.

The Welsh Government advocate the use of Transport Assessments (TA) to inform planning decisions where an application has the potential to impact on local highway conditions. Technical Advice Note 18 (TAN 18), paragraph 9.2, suggests that, 'The precise scope and content of each TA will depend upon the scale, travel intensity and characteristics of the proposal.'

Taking both these factors into account, the thresholds for TA in Ceredigion as set out in Table 1 are set at a lower base than those provided in TAN 18 Annex D. The scope and content of a Local Transport Assessment (LTA) 'are less onerous' than that required under national requirements set out in TAN 18. Appendix 1 of this SPG outlines the type of detail that will be required for an LTA in Ceredigion.

Mindful of the sustainability of the rural economy, the requirement for TAs in Ceredigion will generally provide for a positive balance of decision making in favour of enabling rural enterprise, despite the potential for less than optimum transport

sustainability and will be sensitive to transport impacts associated with the seasonal nature of tourism in the County.

## Scope of the SPG

The SPG applies to all categories of development for which planning permission is required, including new developments, extensions, redevelopments and material changes of use. It includes guidance on:

- Transport Assessments (TA)
- Local Transport Assessments (LTA)
- Transport Implementation Strategies (TIS)
- Travel Plans (TP).

The guidance will help ensure a transparent and consistent approach to the provision of TAs, LTAs TISs and TPs and, crucially, will inform applicants of the Council's expectations at an early stage of the development process. However it is not intended to replicate detailed national guidance, except in so far as to establish the extent to which the national policy context is applicable in Ceredigion.

## Policy context – National Planning Policy

Planning Policy Wales - Technical Advice Note 18: Transport 2007 [TAN 18, 2007] supplements Planning Policy Wales and provides additional guidance on achieving a sustainable and integrated land use planning and transport system. TAN 18 sets out the position with respect to TAs TISs and TPs and also allows for locally agreed thresholds as set out in TAN 18, Annex D paragraph D4.

TAs should be secured for developments (including extensions or changes of use) that generate significant levels of movement or are likely to have significant effects on existing patterns of movement. ...where planning authorities set out in SPG different 'scale of development' triggers that are locally sensitive, or where they highlight particular locations in the plan area where the transport network is



particularly sensitive and consequently thresholds for requirement assessments will be lower.’

Active Travel (Wales) Bill Section 1 (c),(e) and (f) makes provision for local authorities to take reasonable steps to enhance the provision made for walkers and cyclists, and to have regard to the needs of walkers and cyclists in the exercise of certain other functions.

Further to the provision set out in Section 1 of the Active Travel (Wales) Bill, each local authority must, in developing policies under Section 108 (1)(a) or (2A) of the Transport Act 2000 (policies forming the basis of local transport plans) have regard to the integrated map for its area. Other provision includes securing continuous improvement, and under Parts 3,4,5,9 and 12 of the Highways Act 1980, in so far as it is practicable to do so, take reasonable steps to enhance the provision for walkers and cyclists.

## **Policy context – Ceredigion Local Development Plan, April 2013**

Policy DM03 of the adopted Ceredigion Local Development Plan 2007-22, on 'Sustainable Travel' provides for the acknowledgement of local thresholds for TA to reflect local circumstances, in line with TAN 18, Annex D paragraph D4.

Policy DM03 reads as follows (see the LDP itself for supporting text):

**Policy DM03:  
Sustainable Travel**

Development should minimize the need to travel, provide opportunity for and promote sustainable modes of transport in Ceredigion.

Parking provision for all modes of transport should be in accordance with Ceredigion SPG. based on the Wales Parking Standards 2008 as amended to meet local conditions.

A Transport Assessment should be provided at the thresholds set out in SPG. Where the TA reveals the need for a Transport Implementation Strategy this will need to be secured through a planning obligation.

This SPG deals with the TA element referred to in the final part of the Policy. The Parking Standards element is the subject of a separate SPG.

## **Transport Assessments (local and national) and Transport Implementation Strategies and Travel Plans**

TAs are used to assess the likely impact of a development in transport terms. TAs should be prepared and submitted alongside the relevant planning applications for any development that will have significant transport implications. TAs are comprehensive and consistent reviews of all the potential impacts of proposed

development or redevelopment, with an agreed plan to reduce any adverse consequences. Covering access by all modes, their purpose is to provide information to enable decision makers to understand how the proposed development is likely to function in transport terms.

TAs can be complex documents. It is vital that discussions as to the scope and detail are held at pre-application stage to minimise potential for TAs lacking necessary information at application stage.

A TIS is the output of a TA detailing the measures a developer will use to mitigate the transport impacts. TAN 18 indicates that any mitigation should be proposed via a Transport Implementation Strategy (TIS) which should “set objectives and targets relating to managing travel demand”. TISs will be required for all applications subject to a Transport Assessment under the Welsh Government thresholds set out in TAN 18 Annex D.

A TIS which may contain a Travel Plan (TP) will be required on applications that exceed the Welsh Government thresholds. However this is best determined at pre-application stage where the scale of the proposed development can be considered.

Further guidance on the TA process and the requirements for TIS is included in Annex D of TAN 18 and Appendix A of ‘Transport Assessment and Implementation: A Guide’ (Scottish Executive 2005).

LTAs are not as comprehensive as TAs and therefore it is unlikely that a TIS or Travel Plan will form part of the submission. This is except in the case where an application is required to provide a Travel Plan under The Wales Parking Standards 2008 adopted as part of the Ceredigion County Council Parking Standards SPG. However it is good practice for this decision to be made through discussion with the Highways and Planning Authority at pre-application stage. The detail to be included in a LTA and any required Travel Plan should be agreed at pre-application stage but may include all or some of the information suggested in Appendix 1 of this SPG.

## Thresholds

TAN 18 (Annex D) provides suggested thresholds for TAs. All TAs meeting the Welsh Government Thresholds must be independently audited before submission to the Council.

However given the remote rural nature of Ceredigion these thresholds are considered to be too high a trigger to reflect locally significant impacts. Therefore using the DECLG/DfT Guidance on Transport Assessments (2007) this SPG has set out lowered thresholds (See Table 1) which accord with English guidance on the submission of Transport Statements.

Where development falls under the LTA threshold then the detail and scope of the TA will most likely be more limited than that required under the nationally required TA. Appendix 1 of this SPG illustrates the type of detail that should be provided in a LTA required under the lowered thresholds for Ceredigion.

A TIS which may contain a TP may be necessary to accompany the LTA, though in the majority of cases a TIS will not be required for the LTA. However the Local Planning Authority reserves the right to request one should the local context suggest it is required. It is highly recommended that pre-application advice is sought so that agreement can be reached on the scope of the LTA in advance of submission.

## The Active Travel Act

The Active Travel (Wales) Act became law in November 2013 and will be brought into force in 2014. The Act requires that local authorities in Wales:

- identify and map the network of routes within their areas that are safe and appropriate for walking and cycling to access services/facilities
- identify and map the enhancements that would be required to create a fully integrated network for walking and cycling to access services/facilities
- deliver an enhanced network by requiring local authorities to secure new and improved active travel routes and facilities each year

- enhance walking and cycling provision in new road schemes unless it would be unreasonable to do so and have regard to the needs of walkers and cyclists in exercising a range of highway authority functions
- do this in a manner that will promote active travel journeys.

The final two points are also required of the Welsh Government as a highway authority and will apply to the whole of Wales. The first three points will only apply in settlements that are specified in a Direction to be made by the Welsh Ministers.

## **Enforcement**

Where appropriate, conditions and S106 obligations may be sought to secure the detail set out in TAs and this in turn may lead to enforcement action.

Enforcement action on TAs may occur if:

- There is non-compliance with a Section 106 requirement or condition e.g. to implement a Travel Plan or a particular measure
- Travel Plan measures have not met the agreed outcomes or targets and some remedy is necessary
- Some aspect of the Travel Plan has not operated as intended and needs to be reviewed and revised.

Enforcement should not be seen as a penalty, but as a way of facilitating the original aims of the Travel Plan.

Enforcement can be undertaken in relation to non-compliance with specific planning conditions that relate to a Travel Plan, for example:

- Preventing the occupation of part of the site; limiting its use or further development until a specified element of the Travel Plan has been implemented
- Enforcing limitations on parking levels for each phase of a development
- Requiring the submission and implementation of a parking management plan.

Enforcement may also take the form of sanctions exercised under the terms of a Planning Obligation, for example:

- Payments to the Council to implement previously agreed measures where these have not been put in place
- The requirement to extend the monitoring period and to provide a revised package of measures until such time as the targets are met
- Payments to the local authority to cover the cost of taking action to deliver the agreed target (s) where these have not been achieved
- Non-return of a 'bond' paid to the Council by the developer prior to commencement of the development, for the same purpose
- Specified payment to the Council to meet the cost of taking action to achieve the agreed outcome, for example implementing a car parking zone around the development.

**Table 1 – Transport Assessment Thresholds**

	<b>TA</b>	<b>LTA</b>
Development Type	WG Threshold (*1)	Ceredigion Threshold (*2)
Food retail	>1,000m2 gross floor area	250-1000m2 gross floor area
Non-food retail > 1,000m2 gross floor area	>1,000m2 gross floor area	800-1000m2 gross floor area
Cinemas and conference facilities	>1,000m2 gross floor area	500-1000m2 gross floor area
Leisure facilities	>1,000m2 gross floor area	500-1000m2 gross floor area
Business	>2,500m2 gross floor area	1500-2500m2 gross floor area
Industry	>5,000m2 gross floor area	2500-5000m2 gross floor area
Distribution and warehousing	>10,000m2 gross floor area	3000-10000m2 gross floor area
Hospitals	>2,500m2 gross floor area	30-50 beds
Higher and further education	>2,500m2 gross floor area	500-2500m2 gross floor area
Schools	All new schools	All new schools
Stadia	1,500 seats	Discuss with Ceredigion Highway Authority
Housing	100 dwellings	50-100 dwellings
Hotels	1,000m2 gross floor area	75+ bedrooms

\*1 these thresholds have been taken from TAN 18 Annex D

\*2 these thresholds have been taken from DECLG/DfT Guidance on Transport Assessments Appendix B (2007)

All new schools should be subject to TA. The level of analysis should provide the decision maker with suitable data regarding the accessibility of the site by all modes and the impacts on movement patterns likely to occur. The level of detail should be

proportionate to the scale of the development. The objectives of the TIS should as a minimum include the creation or improvement of safe cycling and walking routes, restricting car access around schools, providing adequate cycle storage, and a framework for future school Travel Planning activity.

Hospitals can generate substantial volumes of traffic and it is therefore important to undertake a robust TA. For hospitals and other health care facilities the TA should clearly set out how the proposed location meets sustainability principles. The TIS in turn should include measures to promote non-car access to the site especially for staff and visitors and should set out robust access arrangements that are sensitive to the differing needs of its users. For example, the access arrangements should cater for varying levels of personal mobility and recognise the different times that access is required such as to cover staff shifts, visiting periods or day patients. The robustness of access arrangements is important to promote non-car access; so for example if a car share scheme is proposed in a TIS then it should be backed up by a 'taxi home scheme'. Early morning or late night access must be given particular consideration and measures considered necessary to permit the development in that location should be secured through planning conditions or obligations.

Where a number of small developments are proposed in close proximity to one another it may be more appropriate to undertake one overarching assessment and this could be done as part of a master-planning exercise. Local Planning Authorities may be able to anticipate such applications and assess the cumulative transport effects through the development plan.

Ceredigion County Council has developed a Parking Standards SPG which works alongside this SPG and formally adopts the All Wales Parking Standards 2008. The All Wales Parking Standards 2008 sets out that all developments of 1000m<sup>2</sup> will require a Travel Plan, which will be conditioned on the planning consent. Therefore where a development requires a LTA and meets the criteria in the CCC Parking standards SPG a TP will be required.



## Other Local Considerations

The Local Planning Authority will also use the following table (Table 2) to assess whether in some circumstances a LTA may be required despite not fulfilling criteria in Table 1. A scoping exercise will be undertaken at pre-application stage, it is therefore important that applicants engage with the Local Planning Authority at the earliest opportunity where proposals may require an LTA, as highlighted on either Table 1 or 2. It is recommended advice from highways officers is sought if an application fulfils criteria under Table 2 to determine from the outset if a TIS or Travel Plan may form part of the LTA requirement.

To assist applicants in determining the type of transport information required to accompany a planning application Appendix 2 of this SPG sets out the Transport Assessment Scoping Diagram. This diagram provides a flow chart for applicants to ascertain whether a full blown TA, LTA or simply a Design and Access statement (DAS) maybe required. This is followed by a notes section which highlights useful information and where to seek further advice.

**Table 2 – Ceredigion – further considerations as to whether a TA is required**

No.	Other considerations	LTA Required
1.	Any development that is not in conformity with the adopted development plan.	✓
2.	Any development generating 15 or more two-way vehicle movements in any hour.	✓
3.	Any development generating 100 or more two-way vehicle movements per day.	✓
4.	Any development proposing 100 or more parking spaces.	✓
5.	Any development that is likely to increase accidents or conflicts among motorised users and non-motorised users, particularly vulnerable road users such as children and / or young, disabled and / or elderly people.	✓
6.	Any development generating significant freight or HGV movements per day, or significant abnormal loads per year.	✓
7.	Any development proposed in a location where the local transport infrastructure is inadequate – for example, substandard roads, poor pedestrian / cyclist facilities, limited public transport.	✓
8.	Any development proposed in a location within or adjacent to an Air Quality Management Area.	✓

For Info: there are no Air Quality Management Area's in Ceredigion at present (April 2014), however we advise applicants to check at pre-application stage that this remains the case as this is subject to change.

## Appendix 1

The following guidance sets out the type and level of detail that may be required for a Local Transport Assessment (LTA). This summary of information required for an LTA is based on chapter 3 of DECLG/DfT Guidance on Transport Assessments (2007). This guidance has been modified from work in England on Transport Statements, the English version of an LTA. Not all the information included in the guidance will be required for every application. Pre-application discussions with planning and highways officers will help inform the content and scope of LTAs.

### Preparing a Local Transport Assessment

A LTA should set out the transport issues relating to a proposed development site (existing conditions) and details of the development proposals (proposed development).

#### Existing Conditions

The applicant should provide a full description of:

- Existing site information – describing the current physical infrastructure and characteristics of the site and its surroundings; including reference to routes linking into to the local authority's integrated and existing route maps (once approved by Welsh Ministers) as defined in the Active Travel legislation; and
- Baseline transport data – background transport data and current transport infrastructure details.

This information should be accurately established to understand the context of the development proposal. The description should include as a minimum:

#### Existing site information

- A site location plan that shows the proposed development site in relation to the surrounding area and transport system;
- The permitted and existing use of the site;

- The existing land uses in the vicinity of the site, including development plan allocations, or potential future use in the case of undeveloped sites;
- Existing site access arrangements including access constraints, where appropriate;
- Whether the location of the site is within or near a designated Air Quality Management Area (AQMA); and
- Any abnormal load uses of the current site.

### **Baseline transport data**

- A qualitative description of the travel characteristics of the existing site, including pedestrian and cyclist movements and facilities, where applicable;
- Existing public transport provision, including provision/frequency of services, location of bus stops/train stations, park-and-ride facilities;
- A description and functional classification of the highway network in the vicinity of the site; and
- An analysis of the injury accident records on the public highway in the vicinity of the site access for the most recent three-year period, or five-year period if the proposed site has been identified as within a high accident area.

### **Proposed Development**

The applicant should provide a full description within the LTA including, as a minimum:

- Plans and drawings showing the proposed site layout, particularly the proposed pedestrian and vehicular access points into the site;
- The proposed land use;
- The scale of development, such as numbers of residential units and/or gross floor area
- (GFA), subdivided by land use where appropriate;
- The main features (design layout and access points) of the development;
- The person-trip generation of the proposed development and distribution of trips across mode;

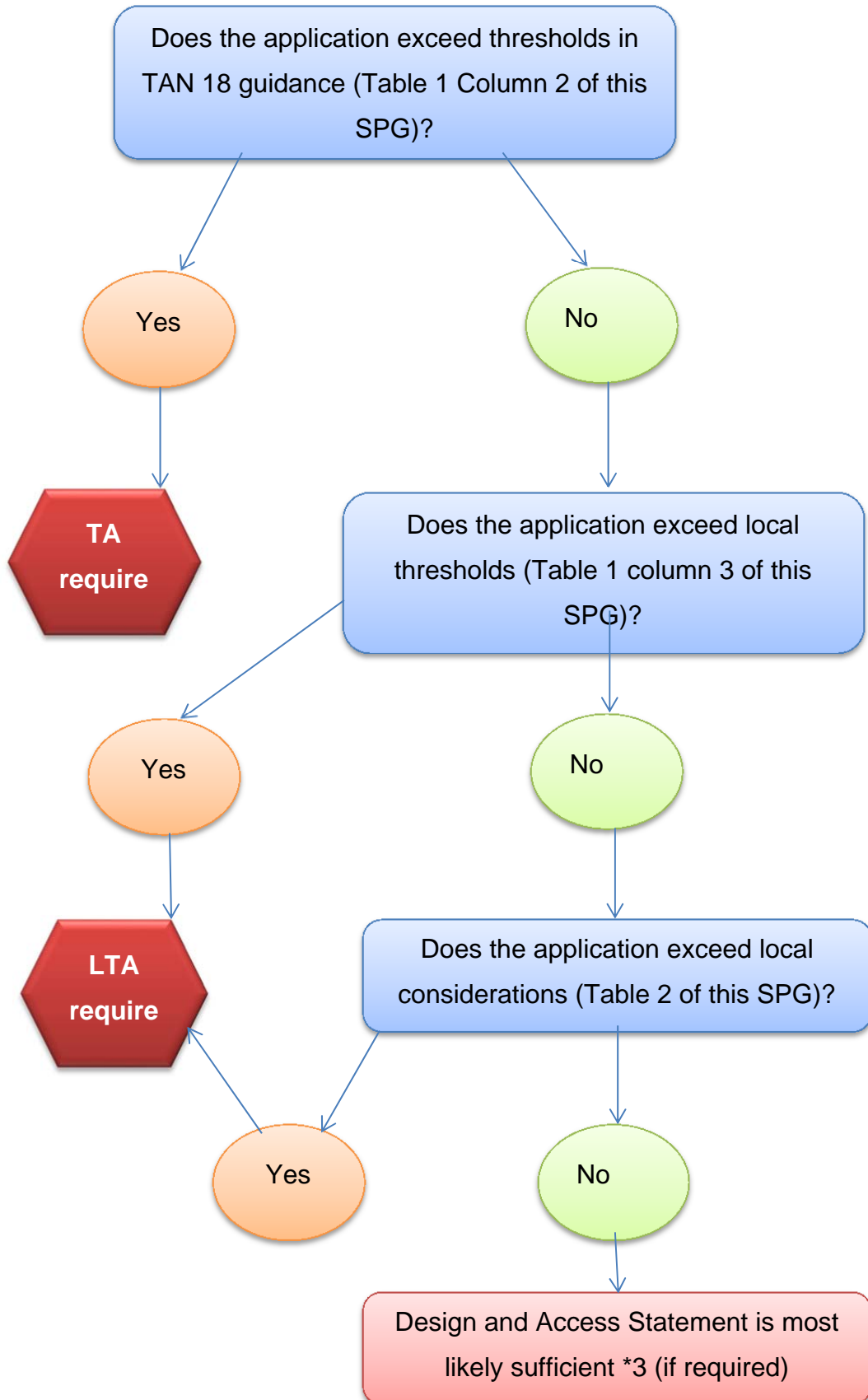
- A qualitative and quantitative description (based on recent site observations) of the travel characteristics of the proposed development, including pedestrian and cyclist facilities/movements, in the vicinity of the site;
- proposed improvements to site accessibility via sustainable modes of travel, such as provision/enhancement of footpath and cycle path linkages, public transport improvements, and servicing arrangements where appropriate;
- A proposed parking strategy and internal vehicular circulation (including number of spaces, parking accumulation, parking layout in relation to other site elements, ratio of operational to non-operational spaces, method of car park operation, overspill parking considerations, disabled parking, motorcycle parking, cycle parking, taxi drop-off points);
- Residual vehicular trip impact;
- The transport impacts of site construction, including the requirements of abnormal loads in the construction, use and decommissioning the present development;
- The transport impacts of freight or service operations; and
- If the site of the proposed development has a current use or an extant planning permission with trip patterns/volumes, the net level of change that might arise out of the new proposals should be set out.

The above requirements are not exhaustive and there may be a need for supplementary information that takes account of local conditions as well as other material considerations.

However, not all proposed developments that are considered to require a LTA would necessarily need all of the above matters to be considered. Therefore, it is important that the scope of the LTA is agreed at the pre-application with the Local Planning Authority.

## Appendix 2

### Transport Assessment Scoping Diagram



## Appendix 2 Notes

The following notes provide helpful hints and tips on where to access information on TAs LTAs and DAS.

### \*1 Transport Assessment (TA) Required

- See Annex D of TAN 18 and Appendix A of 'Transport Assessment and Implementation: A Guide' (Scottish Executive 2005);
- Seek EARLY Pre-application advice from the Planning and Highways Authority;
- Ascertain if TIS and /or TP is required; and
- Prepare data and report (usually commissioned from specialist consultants).

### \*2 Local Transport Assessment (LTA) Required

- See Appendix 1 of this SPG for type of information usually required;
- Seek Pre-application advice from the Planning (and possibly Highways) Authority and agree level of detail required in LTA;
- Check if application requires a Travel Plan under The Wales Parking Standards 2008 guidance adopted (and included) in the Ceredigion County Council Parking Standards SPG; and
- Prepare data and report (often locally procured through a planning agent/ architect)

### \*3 Design and Access Statement (DAS) (maybe) Required

- See [www.planningportal.gov.uk](http://www.planningportal.gov.uk) for information required under DAS legislation;
- Check if application requires a Travel Plan under The Wales Parking Standards 2008 guidance adopted (and included) in the Ceredigion County Council Parking Standards SPG;
- Good practice on all applications is to seek pre-application advice with the Local Planning Authority; and

- Prepare DAS (and TP where necessary) (can be prepared by individual applicants using standard templates, but often done by planning agents and architects).