Active Travel Toolbox

Linking Active Travel and Public Transport to Housing Growth and Planning

Toolkit Part 1: Aligning housing growth and planning with active travel and public transport

Delivered by Sustrans in partnership with:

Written by Sustrans with support from Dr Adrian Davis, The TAS Partnership Limited and Living Streets.

About Sustrans

Sustrans is the charity making it easier for people to walk and cycle.

We are engineers and educators, experts and advocates. We connect people and places, create liveable neighbourhoods, transform the school run and a deliver a happier, healthier commute.

Sustrans works in partnership, bringing people together to find the right solutions. We make the case for walking and cycling by using robust evidence and showing what can be done.

We are grounded in communities and believe that grassroots support combined with political leadership drives real change, fast.

Join us on our journey. www.sustrans.org.uk

Head Office
Sustrans
2 Cathedral Square
College Green
Bristol
BS1 5DD

Written by Sustrans with support from Dr Adrian Davis, The TAS Partnership Limited and Living Streets.

This is the first part of Active Travel toolkit on Linking Active Travel and Public Transport to Housing Growth.

The Active Travel toolkits aim to support LEPs and their local delivery partners:

1. Develop your business case for investment in walking and cycling schemes
2. Link walking and cycling schemes to your strategic economic growth priorities, housing growth and planning, and public health
3. Support the planning and delivery of walking and cycling schemes in your local area.

This toolkit will cover the following areas:

1. The need to integrate housing and transport policy and practice
2. The planning and sustainable transport policy context in England
3. Overview of approaches to align housing growth and sustainable transport objectives
4. Accessing investment to align sustainable transport and housing growth.

A slide pack on *Aligning housing growth and planning with sustainable transport* can be downloaded separately. It summarises the key evidence base and statistics to help you prepare presentations, funding bids and reports.

Our key messages include:

1. The UK population will rise significantly over the next 25 years and much of this increase is likely to be concentrated in and around urban areas where transport networks are already stretched and at capacity
2. It is therefore essential that we align our objectives for housing growth and sustainable transport to meet mobility needs whilst creating attractive, economically vibrant places for people to live
3. This will be dependent on planners and transport managers working together to enable more sustainable, efficient and healthy forms of transport in the future, such as walking, cycling and local public transport
4. LEPs and their delivery partners should aim to access funding to align their sustainable transport and housing growth goals within the context of their strategic economic plans
5. The planning of new housing developments and transport planning should aim to deliver two objectives if transport is to be sustainable:
    a. Reduce the need to travel: people make fewer and shorter trips
    b. Encourage modal shift: walking, cycling and public transport are the preferred and most convenient forms of transport.

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1. Introduction

The UK population is expected to rise by almost 10 million over the next 25 years[1]. Housing, in many locations in England, is under significant pressure as demand continues to outstrip supply leading to increasing shortages of affordable housing in many areas.

Housing has therefore risen up the political agenda and was prioritised in the 2015 comprehensive spending review[2]. The UK Government is currently embarking on the biggest house building programme by any government since the 1970s and has pledged to deliver one million new homes, including 400,000 affordable new homes by 2021.

Local population growth and the corresponding need to build more homes will continue to increase pressure on urban and rural mobility in many parts of England. This is likely to bring the potential for greater local congestion, environmental and health impacts, all of which have a negative consequences for the economy. Embracing and actively encouraging a spatial planning approach is essential to avoid creating these problems.

The Bartlett School of Planning defines spatial planning as the management of space and development to create places that meet the needs of society, the economy and the environment[3]. Spatial planning is therefore concerned with the coordination of practices and policies that affect the spatial organisation of places. It aims to bring together land use with the design of the urban environment including key infrastructure, such as transportation, communications, and distribution networks.

Transport planning is concerned with preparing, assessing and implementing policies, plans and projects to improve and manage our transport systems[4]. Transport planning should meet both present and predicted future needs. In recent decades the emphasis has been on the importance of integration between transport modes and wider concerns about the environment, public health as well as the economy.

Whilst national and local policy to join up housing and transport needs is becoming normal practice local implementation can be much more challenging. It is therefore essential we continue to share best practice and unlock funding and resources. Part 1 of the Housing Growth and Planning Toolkit therefore focuses on some of the successful approaches and tools local planning authorities and other stakeholders can use to integrate their objectives for housing growth and sustainable transport.

This part of the Housing Growth and Planning guide will cover the following:

1. The need to integrate housing and transport policy and practice
2. National planning and sustainable transport policy in England
3. Practical approaches to integrate housing growth and sustainable transport
4. Funding mechanisms that can be used to support sustainable transport in the context of new housing developments.

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2. The need to integrate housing and transport policy and practice

2.1 The case for integrating housing and transport aims

The UK population is expected to rise by almost 10 million over the next 25 years[5]. Housing, in many locations in England is already under significant pressure and as populations grow, new homes will need to be built. The Government has pledged to deliver one million new homes by 2021. Local targets for housing growth are set between the Government and local planning authorities through the development of Local Plans.

The Government has introduced a number of policy changes that together aim to respond to housing issues and speed up the planning process to improve the balance between supply and demand. These include the introduction of a new Housing and Planning Act 2016. This includes provision for more affordable starter homes (sold at a discount on market value) and 'permission in principle' (PIP) for housing-led development which will provide developers with greater certainty of consent at an earlier stage in the development cycle.

The majority of housing growth is likely to occur in or around cities and towns, especially in the south east of England where many transport networks are already at capacity and suffer from high levels of congestion and air pollution[6].

Spatial planning can help integrate sustainable transport and housing growth by overlaying competing needs to:

1. Reduce the need and distances required to travel
2. Maximise the efficiencies of the existing transport network
3. Increasing provision and capacity for travel modes that are most sustainable (walking, cycling and public transport)
4. Create better places, where people want to live and do business

It is therefore critical that new housing developments, and urban planning more widely, takes into account these added pressures to enable more attractive, efficient and sustainable travel.

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Case study: The Location of Development, RTPI

New research begins to plug a gap in our national understanding as to where new housing is occurring and the implications for transport.

The Royal Town and Planning Institute (RTPI) recently commissioned Bilfinger GVA to deliver a research to begin to understand better where development is taking place in cities across the UK. The intention was to plug a gap in current knowledge in the location of new housing development.

The research[7] mapped recent planning permissions in 12 English City-regions, representing over 165,000 new housing units in total. They were analysed by their scale and proximately to major employment zones and railway stations to begin to understand the relationship between permissions with jobs and infrastructure.

The report encouragingly found almost 75% of housing units were located within 10km of a major employment cluster. However only 13% were located within walking distance (800m) of a railway, light rail or metro station suggesting public transport access could be difficult for many people moving into these new homes. Just under half of these permissions (46%) were located within an existing built-up area suggesting a large number of new developments are build outside existing settlements and the need to ensure they are connected to services by sustainable modes.

The research is intended to be a first step towards a better understanding of the spatial relationships between patterns of housing growth, infrastructure provision and employment clusters at the city-region scale. The initial results suggest many new developments gaining permission are outside of built up areas and only just over one in ten are within walking distance of commuter hubs. This is likely to pose significant sustainable transport problems and we need to better understand spatial patterns of growth if we are to align housing and transport policy.

The full report from the RTPI is available here.

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2.2 The benefits and potential of sustainable transport

Cycling and walking (active travel)

Cycling, walking and public transport offer healthy, efficient and economic modes of travel for many local journeys whilst reducing pressure on the road system from private vehicle use. The public health and economic benefits from sustainable transport are captured in more detail in the other two toolkits: Making the economic case for sustainable transport and The role of sustainable transport in improving health.

Levels of cycling and walking are still far below what has been proven to be possible. For example in England in 2014 only 22% and 2% of trips were made by walking and cycling respectively whilst 68% of people travelled to work by car[8]. The British Social Attitudes survey (2013) found that 40% of people who made journeys of less than 2 miles by car said they could just as easily walk, and 39% agreed that they would be willing to reduce the amount they travelled by car[9]. Sustrans' Bike Life survey[10], the largest survey of its kind across residents in seven UK cities, found that nearly a third (28%) of people say that whilst they do not currently ride a bike, they'd like to. Nearly eight in ten (79%) people however said they wanted improved safety for people riding bikes suggested safe cycling provision being a significant barrier for many people.

Clearly much more can be done to make cycling and walking safe, convenient and attractive for people. This is recognised by the Department for Transport in their new Cycling and Walking Investment Strategy[11].

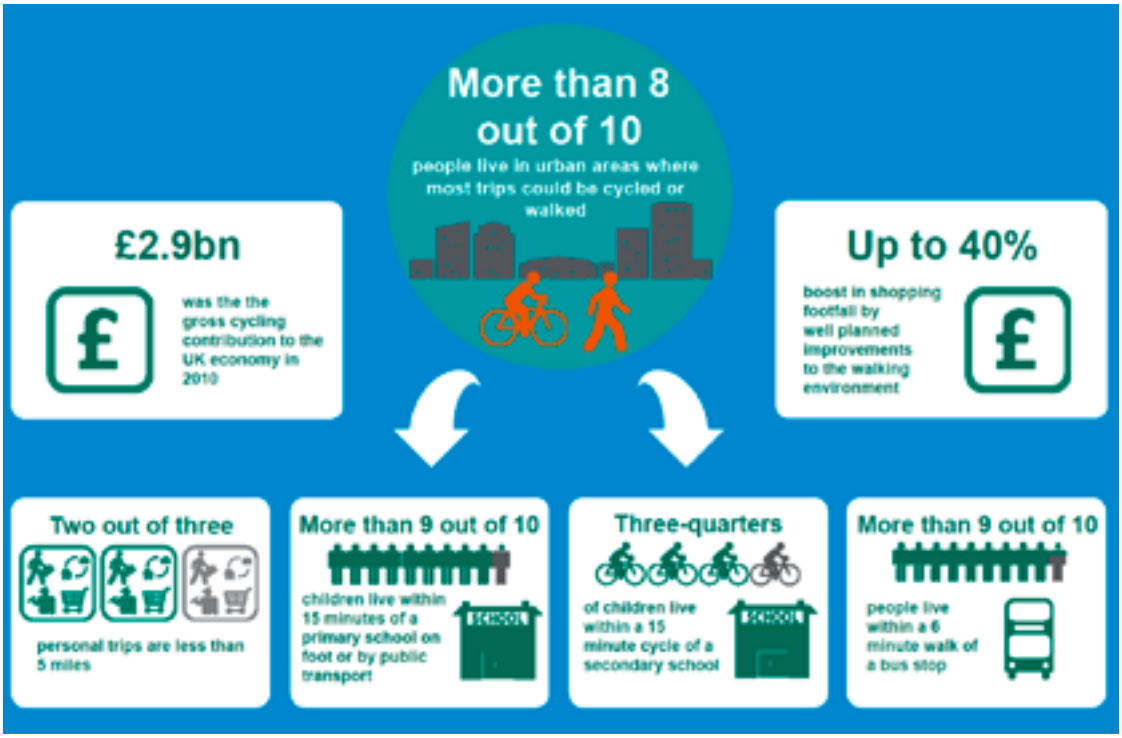

Figure 1: The opportunities from cycling and walking (from the Cycling and Walking Investment Strategy, DfT, 2017)

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Public transport - buses

Buses are the most frequently used form of public transport and provide a vital service for many people. There are numerous benefits associated with public transport, and buses in particular including:

- Fewer cars on the road reducing congestion and journey times for everyone
- Improved quality of life by enabling people to have wider access to jobs, services and family and social life
- Reduced air pollution and greenhouse gas emissions
- Increased social inclusion by providing access to employment and other services for people who do not drive or are less likely to own a car.
- Employer benefits, for example locating near public transport hubs can reduce the cost of providing parking for employees.
- Buses are also critical for young people and older generations who are especially reliant on buses.
- Buses help people be more physically active as people who use public transport also walk more.

In the year ending March 2015 there were an estimated 4.65 billion bus journeys in England, of which more than half were in London[12]. Bus passenger journeys in England outside of London decreased by 1.3% compared with the previous financial year and there was a 10% reduction in mileage on local authority supported services outside London. Longer term trends have seen bus journeys decline by over 50% in some regions in the north of England between 1985 and 2015.

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3. The national and local policy context

3.1 The National Planning Policy Framework

The NPPF is broadly supportive of integrating local housing growth and sustainable transport objectives through a spatial planning approach.

The NPPF includes two Core planning principles that should underpin plan-making and decision-taking:

> *"actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable"*

> *"take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs"*

In addition Section 4 of the NPPF on 'Promoting sustainable transport' states:

> *"the transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel"*

> *"encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable transport".*

It is therefore sensible that sustainable transport goals are integrated into plans for housing growth at an early stage of the planning process rather than purely on a case by case basis for specific planning applications.

Therefore planning authorities should seek to ensure plans such as Local Plans, Neighbourhood Plans, Masterplans and Supplementary Planning Guidance should support development that facilitates the use of sustainable transport wherever feasible and reduces congestion and the environment impact of travel.

Finally, they need to make sure that developers' housing proposals fit with these transport planning proposals – one way this is achieved is through the use of Transport Assessments where a development is likely to generate significant amounts of movement, or through a transport Statement for smaller scale developments. Put simply a Transport Assessment is a comprehensive process to outline transport issues relating to a proposed development and the measures that will be taken to deal with these impacts. It is normally accompanied by a Travel Plan.

The NPPF states that Travel Plans should 'protect and exploit opportunities for the use of sustainable transport modes for the movement of goods and people'.

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The Greenbelt

One of the most important historic planning mechanisms for supporting sustainable transport is the green belt, helped by the commitment from government to protect Green Belt land. Green Belt policy helps to prevent urban sprawl by keeping land permanently underdeveloped whilst ensuring more compact geographical settlement patterns that support journeys by walking, cycling and public transport.

According to the NPPF Green Belts serve five purposes:

- the check the unrestricted sprawl of large built up areas
- to prevent neighbouring towns merging into one another
- to assist in safeguarding the countryside from urban encroachment
- to preserve the setting and character of historic towns
- to assist in urban regeneration and by encouraging the recycling of derelict and other urban land

Therefore Green Belt policy can serve to encourage development within settlements on Brownfield land. These areas tend to be best placed for accessing employment, schools and other services and therefore encourage and enable more sustainable forms of transport.

3.2 Planning Practice Guidance (PPG) to inform local planning policy

There are a number of PPG documents that accompany the NPPF to support local planning practice.

Travel Plans, Transport Assessments and Statements.

The Travel Plans, Transport Assessments and Statements PPG is designed to assess and mitigate the negative transport impacts of development in order to promote sustainable development.

It defines Travel Plans as ‘long-term management strategies for integrating proposals for sustainable travel into the planning process’. Travel Plans should account for the anticipated transport impacts arising from the development and set proportional measures to promote and encourage sustainable travel. A Travel Plan should be presented as part of the pre-application stage and considered in parallel to development proposals to be fully integrated into the design rather than retrofitted at a later date.

Transport Assessments and Statements are described as ‘ways of assessing the potential transport impacts of developments’ and they may propose mitigation measures to enable sustainable development. Transport Assessments (more

thorough assessments) and Statements (lighter-touch) should inform the preparation of Travel Plans.

Local Plans

Local Plans set out a vision and a framework for future development of an area. They should address the needs and opportunities in relation to the economy, housing, community services and infrastructure whilst safeguarding the environment and climate and encouraging good design.

Whilst the local planning authority develops the Local Plan, the Government sets housing completion targets for local authorities through their oversight of the local plan preparation process.

A Local Plan should make clear what is intended to happen in an area over the life of the plan, where, when and how it will be delivered. Local Plans should act as a guide and tool by which specific development proposals can be assessed (alongside neighbourhood plans).

Therefore a Local Plan plays an important role in establishing the right policy framework to ensure developments are appropriately supportive to sustainable transport and each new development fits into a longer term plan for infrastructure.

Within Local Plans planning authorities can develop Area Action Plans (AAPs) for specific locations which set out planning policies, Masterplans and maps to show how places will regenerate and what planning applications in the area will need to do.

Neighbourhood planning

Alongside Local Plans developers must take into account any Neighbourhood Plans that exist. Neighbourhood Plans were introduced through the Localism Act (2011) and are intended to 'give communities direct power to develop a shared vision for their neighbourhood and shape the growth and development of their local area.

Neighbourhood Plans, just like Local Plans must be taken into account to determine the outcomes of planning applications. Unlike Local Plans however Neighbourhood Plans are not a legal requirement but a right which communities can choose to use. By October 2015 over 100 communities had so far have had referendums to make neighbourhood plans in their area part of the statutory planning process and many more are in the pipeline[13].

Planning Obligations

The use of planning conditions with the development management process can enhance the quality of development to support sustainable transport. Planning obligations are used to mitigate the adverse effects of a development. Conditions stipulated should be fair, reasonable and practicable. Conditions should also be specifically tailored to particular issues rather than the use of standardised or unnecessary controls.

Community Infrastructure Levy and Section 106 requirements

This PPG outlines the provision for developer contributions via the Community Infrastructure Levy (CIL) – a tool for local planning authorities to deliver infrastructure to support the development of an area. More information about the CIL is provided in Section 5.6 of this toolkit.

In addition to CIL funding developers can be required to enter into Section 106 agreements to funding infrastructure, for works that are directly related to a particular development and are required on-site or close to site.

3.3 Local Supplementary Planning Guidance

Local authorities may development their own additional supplementary planning guidance that builds upon and provides more detailed advice or guidance on the policies of the Local Plan. Supplementary Planning Documents (SPDs) may or may not have a statutory status.

The NPPF states that such SPDs 'can be used where they can help applicants make successful applications or aid infrastructure delivery'. Therefore they may have a value in terms of shaping development to support the development of infrastructure for sustainable transport.

Many local authorities have a dedicated SPD documents outlining requirements for a range of specialist areas including travel planning, residential parking standards and cycle parking.

In addition it is possible to develop area based supplementary planning guidance to support and shape the development of specific sites of areas. These can be undertaken as Area Action Plans which have statutory status and form part of the Local Plan. In the absence of an adopted Local Plan some areas have used non-statutory planning frameworks'. These documents can set out the planning authorities' aspirations for an area in terms of routes, movement, planning obligations and infrastructure requirements and therefore be a useful tool to shape developments to support investment in sustainable transport.

3.4 Local Transport Planning Guidance

The Cycling and Walking Investment Strategy

Under the Infrastructure Act 2015, the government is required to set a cycling and walking investment strategy (CWIS) for England. The first ever CWIS for England was published in April 2017.

The CWIS sets out a long-term vision for walking and cycling to 2040. At the heart of the development of the CWIS is a desire for walking and cycling to become the norm for short journeys or as part of a longer journey. This vision will be progressed through a series of shorter term, five-year strategies. There are a number of objectives that will support the long-term ambition, with specific funded actions to be set out on achieving these objectives.

The CWIS sets the following aims and targets, to 2025:

- Double cycling, where cycling activity is measured as the estimated total number of bicycle stages made each year, from 0.8 billion stages in 2013 to 1.6 billion stages in 2025;
- Increase walking activity, where walking activity is measured as the total number of walking stages per person per year, to 300 stages per person per year in 2025, and will work towards developing the evidence base over the next year;
- Increase the percentage of children aged 5 to 10 that usually walk to school from 49% in 2014 to 55% in 2025.

Local Cycling and Walking Infrastructure Plans

Alongside the national CWIS, the government will publish non-statutory guidance and support to assist local authorities develop Local Cycling and Walking Infrastructure Plans (LCWIPs). Developing LCWIPs are important to guiding the delivery of local improvements in walking and cycling infrastructure.

The DfT is currently preparing technical guidance for Local Authorities (LAs), comprising Local Highway Authorities (LHAs), Local Planning Authorities (LPAs) and Combined Authorities (CAs); and Local Enterprise Partnerships (LEPs).

LCWIP guidance will set out the recommended processes and outputs for developing a pipeline of cycling and walking improvement schemes. This prioritised list of infrastructure investments should ideally be jointly owned by the LEP and the Local Authority, and will be based on a long term plan of investment, including a proposed cycling and walking network map.

Whilst LCWIPs will be non-mandatory their use will be encouraged through the business case they present to support central funding opportunities. LCWIPs are envisaged to form part of an authorities cycling and walking strategy and be part of local transport policies, for example the Local Transport Plan.

4. Practical approaches to align housing growth and sustainable transport objectives

There are many good examples across England of spatial and sustainable transport integration within local government.

This is partially down to necessity. As pressure on road, rail and bus networks increases many cities have are looking at ways to align planning for housing development with sustainable transport. For many UK cities with limited space available for surface transport and planning policy makers are having to grapple with the question of how can we ensure people are able to move around cities in the future as populations continue to grow.

At the same time, whilst car journeys are still increasing on the strategic road network and in rural areas, in cities and large towns people are moving in the other direction, changing their travel habits and reducing private car journeys. The next generation, often referred to as the millennial's, are increasingly moving back into the centre of cities in areas where public transport provision is good and reduced distances enable active travel. Many are shunning car ownership and moving towards new models of consumption based on access through services like car clubs[14].

4.1 Integrating transport strategies with other objectives

Increasingly local authorities are aligning transport strategies with wider economic, social and environmental goals. This takes the approach of visualising mobility and travel within wider objectives that can only be enabled through efficient and sustainable travel.

Case study: Transport for Greater Manchester (TfGM) Transport Strategy for 2040

TfGM's draft transport strategy aligns transport to Greater Manchester's wider goals including meeting the needs for employment and housing growth.

Transport for Greater Manchester has recently published its draft Transport Strategy for 2040[15] . Greater Manchester have framed the strategy around the wider outcomes they would like to see rather than transport outcomes themselves.

There are four overarching aims for Greater Manchester:

1 Supporting sustainable economic growth

2 Improving quality of life for all

3 Protecting our environment

4 Developing an innovative city region

By aligning transport in Manchester to these themes Greater Manchester is addressing the wider impacts of transport on the economy, public health and the environment.

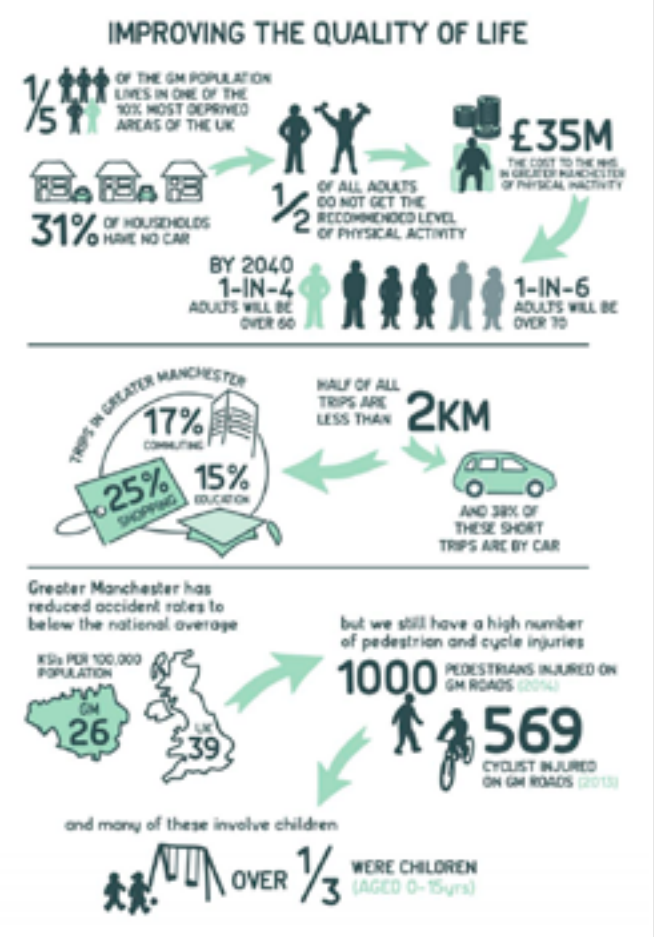

Figure 3: From the TfGM Transport 2040 Vision

This includes integration with wider spatial planning to ensure TfGM's Transport Vision meets the needs for housing and employment growth expected in the region. This Greater Manchester Spatial Framework is currently in development and will seek to identify development areas that are well served by public transport, walking and cycling, as well as less accessible locations where a sufficient scale and density of development could support new provision through the application of public transport oriented development principles. TfGM will help shape the emerging Greater Manchester Spatial Framework options and to highlight any investment needed to allow growth to be delivered without significant negative impacts on our transport networks and local communities.

TfGMs Draft Greater Manchester Transport Strategy 2040 can be downloaded here.

4.2 Using public health outcomes to integrate housing growth and regeneration with active travel

One approach that appears to be gaining traction across a wide number of authorities is to better align spatial planning with public health. It is generally accepted that the environment around us has a significant influence on people's behaviours and subsequently our health, including obesity and weight[16]. Improving the importance of public health objectives within planning is central and in most places where this is prioritised active travel and public transport services play an important role.

The Town and Country Planning Association found a number of environmental factors affect obesity and public health[17]:

a. Movement and access including walking, cycling and local transport services
b. Open spaces, recreation and play
c. The food environment – retail and growing
d. Neighbourhood spaces – community and social infrastructure, public spaces
e. Building design including, but not limited to, homes
f. The local economy

Obesity and weight based health issues are caused by an imbalance of energy intake and physical activity. Therefore increasing physical activity plays an important role in reducing obesity and its associated negative health problems. One way to do so is to build activity into everyday journeys, for example through cycling and walking by redesigning streets and public spaces to ensure walking and cycling is convenient, attractive and safe.

The Local Government Association, Public Health England and the Town and County Planning Association have been working together to support the integration of health and planning. Their latest joint report[18] suggests a number of recommendations for local government if health goals are to be met by planning:

a. Leadership is vital – councillors and senior officers from both planning and public health need to visibly champion this agenda and create the right conditions for collaboration.
b. Whole-system policies are required on obesity – local government should aim to achieve consistency across all strategies and policy relating to the built environment and obesity.
c. Public health and planning teams should be encouraged to collaborate effectively in the development management process, for example by identifying a dedicated public health individual to comment on planning applications.
d. Agree an approach to assess planning applications for their

implications on shaping a healthy weight environment

e. Evaluate the effectiveness of policy and initiatives that are designed to encourage healthy weight environments

f. Look for opportunities to provide shared training sessions for public health and planning teams to develop their skills and knowledge to ensure effective delivery

Some of these are explored below.

Effective leadership and whole-system policies to connect planning and health through transport

Councillors and senior officers from both planning and public health need to visibly champion this agenda and create the right conditions for collaboration.

Local government should aim to ensure strategies and policy relating to the built environment, obesity and transport are aligned.

Case study: Healthy New Towns Programme

The NHS's Healthy New Towns programme aims to work with ten housing developments to shape the health of communities, and to rethink how health and care services can be delivered, including the role of active travel.

The NHS has launched an ambitious new demonstration programme called Healthy New Towns (HNTs). Through HNTs the NHS is working with ten housing developments to shape the health of communities and rethink how health can be delivered. The towns will act as demonstrator sites to share best practice and encourage other housing developments to adopt similar approaches. As the programme is town-wide it encourages local leadership from councillors and senior officials to ensure that the planning and development integrates with the health objectives of the programme.

A wide variety of activities will be tested through the HNTs programme including encouraging everyday physical activity. The ten successful sites collectively include over 76,000 new homes including North West Bicester, Cranbrook in Devon and Halton Lea in Runcorn.

More information about the Healthy New Towns programme can be found here.

Case study: Joint Planning in the West of England

By developing a new spatial plan and a transport study concurrently the West of England can ensure both work towards the same goals for the region.

The West of England is currently developing a Joint Spatial Plan and Transport Study for the areas four local authorities. By developing both documents at the same time the West of England aims to set out a prospectus for sustainable growth that will help the region meet both its housing demands and transport needs for the next 20 years.

This includes the need for at least 85,000 new homes by 2036 as well as the transport infrastructure to support this growth.

The Joint Spatial Plan (JSP) will set out the number of houses needed and the broad locations for housing, employment, transport and other infrastructure for the next 20 years. The Joint Transport Study will inform a high-level strategy and delivery plan for major transport schemes throughout the area.

An initial consultation was held on the issues and options for both plans in early 2016. The West of England is now in the second round of consultation including their proposed response to the housing shortage and how to invest in new transport infrastructure to support demand from growing communities.

For more information about Joint Planning in the West of England can be found here.

Integrating health and planning teams to enable joint delivery

Public health and planning teams should be encouraged to collaborative effectively in the development management process, for example by identifying a dedicated public health individual to comment on planning applications.

Case study: Stoke City Council - Ingraining Health Psychology in Planning

Integrating health, transport and planning in the city of Stoke to improve health and sustainable transport outcomes.

Stoke-on-Trent City Council has long recognised that the way we perceive and interact with the surrounding built and natural environment has a profound impact on health. To do this and achieve joint outcomes Stoke-on-Trent recognised the need to better integrate spatial planning, health and transport.

Stoke-on-Trent became a World Health Organisation ‘Healthy City’ in 1998, Stoke-on-Trent City Council demonstrated a high level of political and executive commitment to reducing health inequalities across the city. This also demonstrates a commitment to the process of trying to achieve better physical and social environments which support and promote better health and quality of life for its residents. Following

investment in active travel, Stoke-on-Trent successfully became a Cycling City in 2008 to further improve cycling routes, greenways, cycle parking and signage, which led to a 40 per cent increase in cycling within just a few years. This momentum has continued with funding from the Local Sustainable Transport Fund and Sustrans to improve cycle facilities and cycle links to schools and more recently, investment in routes to and within National Parks.

Recognising the need to integrate spatial planning, health and transport as a mechanism to achieve joint objectives, a Health Proofing Master Plan and a Healthy Urban Planning Supplementary Planning Document (SPD) were developed to ensure health inequalities were included as a legitimate consideration when planners make decisions about future development in the city. Challenges of applying this policy in practice identified a need to provide a health perspective in the development management process and to support planning policy in ingraining health into the Local Plan. To overcome this challenge, Stoke-on-Trent City Council collaborated with Staffordshire University to recruit a Health Psychologist with the following objectives:

- Undertake research to listen and explore the challenges experienced by planners
- Provide evidence for the inclusion of health in planning decisions
- Incorporate a health perspective into our Local Plan and other policy
- Act as a planning specialist and consultant throughout the development management process
- Apply health and psychology principles in action and report best practice

This approach is already beginning to demonstrate signs of success, in addition to the progress made with the Joint Local Plan. Overcoming challenges identified in the research has enabled planning officers to implement the Healthy Urban Planning SPD and ensure large scale developments undertake Health Impact Assessments (HIAs). More importantly, developers are liaising with the Healthy Urban Planning Officer in pre-application stages to identify ways to promote health benefits and mitigate any potential negative impacts. This early involvement is essential as following HIA recommendations become more challenging the further along the planning process. Proposed changes which require collaboration with third parties, significant cost or amendments to the design will be more difficult to implement after submission. Often the big wins for health are by enhancing sustainable transport considerations in these developments which lead to an increase in physical activity and reduction in air pollution. Such recommendations can be addressed during the pre-application stage.

The Healthy Urban Planning Officer also provides input into corporate projects across the city, providing evidence to support walkability, permeability and cycling infrastructure, for example around Stoke-on-Trent train station and Staffordshire University. The Public Health team are investing in way finding to encourage active travel and are engaging with the community to foster local pride and ensure the location and content of these signs are developed with the community in mind. There are also additional unforeseen benefits to recruiting a Health Psychologist such as helping to co-ordinate different departments and teams on transport investments, identifying a set of Healthy Urban Planning Indicators, providing input on Age Friendly

Cities and conducting a review of Planning Inspectorate appeals to strengthen Stoke-on-Trent's Hot Food Takeaway SPD.

To further advance the work within Healthy Urban Planning, Stoke-on-Trent City Council's Public Health department have recently funded a health psychologist in training to support the Healthy Urban Planning Officer and the work within Age Friendly Cities.

For more information please contact: Dr. Dan Masterson CPsychol, Healthy Urban Planning Officer, Stoke-on-Trent City Council: Daniel.Masterson@stoke.gov.uk

Assessing planning applications to ensure sustainable transport outcomes

Active and public transport provision can play a significant role in ensuring specific planning applications, especially for housing developments ensure health outcomes. This should be part of the Local Plan but also reviewed by planning authorities for specific applications.

Case study: Transport Development Guide, Bristol

Bristol City Council's new Transport Development Guide will enable developers to access guidance to ensure future applications meet necessary transport needs.

Bristol City Council is currently developing a Transport Development Management Guide. The aim for the guide is to draw together various pieces of transport related design guidance and policy for new developments into a single document. The guide will incorporate guidance from highways traffic management, cycling parking standards and electric car charging points amongst other information.

The advantages of the approach is that developers will be able to access guidance to ensure future applications meet necessary transport needs. This will make the planning process more efficient for officers and reassure developers.

The guide will focus on minimum standards as opposed to visionary targets and will provide practical and efficient approach to maintaining technical standards.

4.3 Putting it all together - Transit Orientated Development

A number of tools have been developed in other countries to support the development of mixed use communities around walking, cycling and maximum use of public transport. Perhaps the best known tool is the Transit Oriented Development, originally developed in the USA.

In many cities in the USA urban sprawl is a more significant problem than in the UK. Urban sprawl has been characterised by low-density or single use development, strip development, scattered development and/or leap frog development[19]. This uncoordinated growth, enabled by motor vehicles, is now widely seen as leading to inefficient resource utilisation.

In the USA, and many places in England, urban sprawl has led to a much greater reliance on the car and private vehicles, even within large cities. As the environmental, public health and economic impacts of low-density, car dominated towns and cities became recognised it created a greater need to address this. This led to more research and delivery in the field of urban planning to enable cycling, walking and public transport.

Transit oriented development (TOD) is an urban planning principle widely used in the USA and increasingly used in Europe and the UK[20]. TOD helps authorities align housing development, wider regeneration and sustainable transport goals. The Transit Oriented Development can be described as an approach to create vibrant, liveable and sustainable communities by creating of compact, walkable, mixed-use communities centred on high quality public transport and active travel systems.

TOD is built around the principle of development that maximises the benefits of public transit including public transport, cycling and walking. TOD is broader than transit adjacent development which is purely about the location of development and transit. Many of its features relate directly to our own recommendations throughout this Housing Growth and Planning toolkit.

TOD, and the principles behind it are gaining traction and support as an approach in Europe and England. The Government, for example, in a recent NPPF consultation included the suggestion to increase residential density around commuter hubs[21]. The Campaign for the Protection for Rural recently also released a briefing paper related to this which coined the term Public Transport Orientated Development (PTOD)[22].

Featured Tool: The Transit Oriented Development Standard

The Transit Oriented Development Standard provides an accreditation to incentivise developers and local planning authorities to link new developments to sustainable transport to create vibrant, attractive, liveable and sustainable communities.

The Institute for Transportation and Development Policy has been working towards TOD for many years and recently worked in partnership with a number of organisations including academics and policy makers to jointly develop an international standard for TOD.

The ITDP standard for TOD rates new developments according to their integration with sustainable mobility. Over 35 developments now hold a TOD standard across the world including the UK. The TOD standard is based upon eight principles, each with a set of performance objectives and metrics to monitor against. The standard is aimed at a non-technical audience to engage everyone from developers, planning authorities and residents or businesses that choose to live within or operate from these developments.

The TOD Standard eight principles:

Principle	Objectives
1 **Walk** - develop neighbourhoods that promote walking	The pedestrian realm is: • Safe and complete • Active and vibrant • Temperate and comfortable
2 **Cycle** - Prioritise non-motorised transport networks	• The cycling network is safe and complete • Cycle parking is ample and secure
3 **Connect** - Create dense networks of streets and paths	• Walking and cycling routes are short, direct and varied • Walking and cycling routes are shorter than motor vehicle routes
4 **Transit** - Locate development near high quality public transport	• High quality accessible transit is accessible by foot
5 **Mix** - Plan for mixed use	• Trip lengths are reduced by promoting diverse and complementary uses • Lower income groups have short commutes
6 **Densify** - Optimise density and transport capacity	• Residential and job densities support high quality transit and local services
7 **Compact** - Create regions with short commutes	• The development is in an existing urban area • Travelling through the city is convenient
8 **Shift** – increase mobility by regulating parking and road use	• The land occupied by motor vehicles is minimised

Written by Sustrans with support from Dr Adrian Davis, The TAS Partnership Limited and Living Streets.

Two examples of developments with a Gold TOD standard are London's Central Saint Giles and Hammarby Sjostad in Stockholm.

Case study: Central Saint Giles, London

A successful and attractive mixed-use development in central London with only 10 parking spaces.

London's Central Saint Giles development was completed in 2010 and is a mixed use development consisting of two buildings. The west block is for residential use, providing 109 flats of which 53 are designated as affordable and the east block is office space. On the ground floor level space is available for retail outlets and restaurants. In total only ten car parking spaces are available for rent in the development plus car parking for disabled residents. The site is organized around an open access and pedestrianised public plaza and has ample cycle parking as well as its own bikeshare station. The offices have space for 200 bicycles alongside shower facilities. As the site is in central London it is also located within walking distance of many bus and tube connections.

Central Saint Giles, Souce: Wikipedia Creative COmmons

Case study: Hammarby Sjostad, Stockholm

Almost 80 per cent of commuter journeys are made by public transport, cycling or walking in this new Swedish development.

Hammarby Sjostad in Stockholm is a development that when complete, will house 11,000 residential apartments, along with comprehensive provision of new public transport links, leisure facilities and green public spaces. The area used to be an industrial site and so far 6,600 homes have been built, primarily aimed at young families and to alleviate housing pressure in Stockholm.

A comprehensive Masterplan was developed around eco-principles including transport targets for an average car ownership of 0.5 cars per unit, two new bus routes, a car sharing scheme, a free ferry service, and a new tram line. Whilst the development failed to meet its target for car ownership (and many involved in the project felt a target on usage would be more appropriate), almost 80 per cent of commuter journeys are made by public transport, cycling or walking.

A full guide to the TOD Standard and how to use it is provided here.

Figure 2: Hammarby Sjostad, Source Wikipedia Creative Commons

Written by Sustrans with support from Dr Adrian Davis, The TAS Partnership Limited and Living Streets.

5. Accessing investment to align sustainable transport and housing growth goals

5.1 Devolution deals

In England we are in the middle of a process of devolution away from Westminster to regional governance and accountability. The process of devolution has largely been based on a number of 'devolution deals' between the Government and local government through City Regions and newly created Combined Authorities.

Greater Manchester was the first Combined Authority (CA) although there are now seven CAs across England with further deals under negotiation. All deals include transport funding and were originally founded upon the agreement to have a directly elected Metro Mayor from May 2017 although the implications on the devolution agenda of leaving the European Union and recent changes in Government are uncertain.

Devolution has the potential to allow local regions and cities to combining plans for local economic growth, transport and spatial planning across multiple authorities and at more appropriate scales.

5.2 Funding from the Department for Transport for Walking and Cycling

The Government launched its first ever Cycling and Walking Investment Strategy (CWIS) in April 2017. The CWIS outlines £316m of dedicated funding from the Department for Transport (DfT) for cycling and walking programmes from DfT between 2016-17 and 2020-21. This consists of:

Programme	£m, 2016-17 to 2020-21	Details
Bikeability	50	Bikeability is the Government's cycle-training programme for school-children
Cycle Ambition Cities	101	The continuation of a £10 per person programme to build cycle networks in the cities of Birmingham, Bristol, Cambridge, Leeds, Manchester, Newcastle, Norwich and Oxford.
Highways England	85	Designated funding for cycling, safety and integration on the Strategic Road Network
Access Fund	80	Revenue funding to build on the legacy of the Local Sustainable Transport Fund to support capital Access Funding - see below.

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5.3 Additional funding from DfT

Highways Maintenance block

Funding shared between local highway authorities in England (outside London) for highways maintenance. This funding is not ring-fenced, and local highway authorities spend it according to their priorities. This could include highways renewals to create safe space for pedestrians and space for cycling by remodelling junctions or adding segregated cycle-ways and low-level traffic lights.

Currently this funding is distributed using a formula that takes into account the length of different types of road, the number of street lights and the number of bridges. From 2018-19, this formula will also take into account the length of footways and cycleways, and 9% of the funding will be dependent on this.

Integrated Transport block

The DfT provides an additional £258 million a year to all local bodies outside London for small-scale capital works focussed on improving road safety, reducing congestion and harm to the environment, and improving accessibility.

Research by the Department has shown that around 11% is typically allocated to cycling, and around 4% to walking (public realm and right of way improvements).

5.4 The Local Growth Fund and Access Fund

39 Local Economic Partnerships were created around a Strategic Economic Plan in 2014. Currently £1.8bn is available for LEPs to support projects in their areas that boast local economic growth and create jobs. This funding is part of the government's £12bn Local Growth Fund.

In his 2015 Autumn Statement, the Chancellor announced £580 million for sustainable travel. Of this £500m for capital funding is intended to come through the Local Growth Fund. In addition £80m revenue funding is available, of which £20m has already been allocated through the Sustainable Travel Transition Year competition for 2016/17.

The remaining £60m will be allocated through a new Access Fund from 2017/18 through to 2019/20. The Access Fund will support local authorities in England outside of London to deliver sustainable transport projects that seek to grow the economy by boosting levels of cycling and walking, and by improving access to jobs, skills, training and education. Submissions were made in September and allocations for the Access Fund should be announced in autumn 2016.

5.5 Funding for housing

The government has pledged to build 1 million new homes by 2021 of which 200,000 will be for first time buyers under 40. To enable this the government has committed £2.3 billion in funding to get building underway, including building on brownfield sites. The funding will support 60,000 starter homes including £1.2 billion for brownfield land house-building[23].

In addition the government announced at the Conservative Party conference a £3bn housebuilding fund that will combine investment from several existing funding streams and provide £1.15bn of new loan finance[24].

5.6 The Community Infrastucture Levy

From April 2011 local authorities have been able to set a Community Infrastructure Levy (CIL). CIL is a set charge for developers and is used to pay for the cost of local infrastructure that has been identified by the local authority or community. CIL is commonly used to pay for parks, schools, leisure and health centres and transport infrastructure including public transport, cycling and walking provision.

CIL may be payable for any development which creates an additional 100m2 of net additional internal floor space. This requirement does not apply for new houses or flats where a charge can be levied on a single house or flat of any size.

The PPG stipulates that planning authorities should set a rate which does not threaten the viability of development of sites and scale of development outlined in the local plan. In other words CIL should be balanced to reflect the need to fund and build infrastructure and the potential impact of economic viability of development across the area.

The guidance explains that charging authorities must identify the total cost of infrastructure they wish to fund wholly or partly through the levy. In doing so they must also consider what additional infrastructure is needed in their area to support development, and what other sources of funding are available.

Information on the charging authority area's infrastructure needs to be drawn from the infrastructure assessment undertaken as part of preparing the Local Plan. In determining the size of its infrastructure funding gap, it advises the charging authority should consider all known and expected infrastructure costs and the other possible sources of funding to meet these costs.

Regulation 123 of the Community Infrastructure Levy Regulations, provides for charging authorities to set out a list of those projects or types of infrastructure that it intends to fund, or may fund, through the levy including transport schemes. This list of prioritised schemes could be part funded by developer contributions through the CIL and part funded through contributions from the local LEP via the Local Growth Fund.

CIL guidance also makes provision for a charging authority to undertake additional infrastructure planning to identify its infrastructure funding gap, if it considers that the infrastructure planning underpinning its Local Plan is weak or does not reflect its latest priorities. It also clarifies that this work may be limited to those projects requiring funding from the levy.

Case study: Bristol City Council – Community Infrastructure Levy

Bristol uses funding through the CIL levy for a variety of transport schemes to reduce congestion including a new Bus Rapid Transit System called Metrobus.

Bristol City Council has been imposing a CIL levy on all development that has been granted planning permission since 2013. 15% of the funding collected is spent by the local community through Neighbourhood Partnerships and 80% is spent on infrastructure set out by Bristol City Council. This includes a variety of schemes to improve transport in the city and reduce congestion, for example Bristol's new Bus Rapid Transit system known as Metrobus due to commence in 2017.

Metrobus is a joint project between Bristol City Council, North Somerset Council and South Gloucestershire Council. Metrobus will enable a rapid public transport by using a combination of segregated busways and bus lanes. This will make the service significantly faster than existing bus routes. The developments to public spaces for Metrobus will also improve walking and cycling infrastructure across the city including a number of new traffic free routes, safer crossings and improved public spaces.

For more information about CIL in Bristol

5.7 The Workplace Parking Levy

The Transport Act 2000 made the provision for local traffic authorities in England and Wales, outside of London, to introduce a 'Workplace Parking Levy' (WPL) to help tackle congestion in towns and cities.

Within the Act a workplace parking scheme is defined as a scheme for 'imposing charges in respect of the provision of workplace parking places at premises in the area covered by the scheme'. Furthermore a WPL can only be introduced if it facilitates the policies set out in the Local Transport Plan. When introducing a new scheme local authorities must consult with local businesses and address any proper concerns they may have.

Case study: Nottingham City Council – Workplace Parking Levy

Nottingham's WPL has been hugely successful in raising funding for local transport, reducing traffic and improving public transport usage. Satisfaction from customers, at 97% is the highest in the UK.

So far Nottingham City Council is the only local authority to have introduced a WPL. This was done in 2012 to tackle problems associated with traffic congestion. The levy is an annual charge paid for by employers in the city with more than 10 parking spaces. Currently rates are £375 per place per annum.

The levy provides around £9m each year in funding for local transport including rail, bus and tram infrastructure and simultaneously acts as an incentive for employers to manage and reduce workplace parking. Since the WPL was introduced the city has seen an increase in jobs but not traffic which has declined by 8%[25]. Public transport use in the city is now above 40% of city journeys and journeys per person are second highest in the country outside of London[26].

Furthermore Nottingham is increasingly known for its high standards and provision of public transport. Nottingham City Transport scored the highest bus operator satisfaction score in the UK in a recent survey, achieving an impressive 97% overall satisfaction score[27]. This suggests the WPL is an effective tool to fund investment in public transport that enables a model shift to more sustainable means.

Other cities are currently looking at following Nottingham's lead, for example Cambridge who recently announced a city deal that included a workplace parking levy.

Nottingham's tram system, Source Geograph: Creative Commons

5.8 Upcoming funding - business rates retention

The Government recently committed to allow local government to retain 100% of the business rates that they raise locally. This will enable greater local fiscal devolution and local authorities to collect and spend local business rates in their area on local needs.

The government is still in early stages of consulting on what this could look like in principle although it suggests local authorities would be able to access funding from businesses for local goals including transport and public health.

This amounts to an additional £12.5 billion of funding each year by the end this Parliament with piloting of the approach to begin in April 2017.

This toolkit was written by Sustrans in partnership with Living Streets and The TAS Partnership. The toolkit was peer reviewed by the Town and Country Planning Association.

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