

Milton Keynes Council



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Supplementary Planning Document
Transport and Sustainable Transport
June 2009

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1 Background to the Sustainable Transport SPD

1.1 Summary

Milton Keynes has been identified as a major Growth Area. As a result of this, Milton Keynes will experience significant levels of new development over the next few years. Alongside new housing and employment development will be the need to provide new urban infrastructure.

It will be important to establish effective methods of funding these infrastructure requirements and to make sure that they are in place in an efficient and timely manner.

The Sustainable Transport SPD sets out the planning policy framework to secure the necessary contributions and the general principles for the payment of these contributions. The Sustainable Transport SPD applies to all areas in Milton Keynes except the Eastern, Western and Northern Expansion Areas, the Strategic Reserve Areas, Oxley Park, Tattenhoe Park, Kingsmead and CMK.

The Sustainable Transport SPD will require the payment of developer contributions by Landowners/Developers per residential unit developed or per square meter of employment floor area developed. The developer contributions will go to funding the required transport infrastructure to support development until at least 2011 and beyond.

A summary of the developer contributions required for transport infrastructure relating to development proposals in the Sustainable Transport SPD is set out in section 3.3. The detail, motivation in support of and the cost of the transport infrastructure to be provided through the Sustainable Transport SPD is set out in **Appendix 1**.

For every residential unit built, MKC will seek from the Landowner/Developer a contribution of £ 4,070.00, the development threshold being 10 or more units. The contribution to be sought by MKC from the Landowner/Developer for every square meter of employment floor area developed varies dependant on the land use, ranging from £ 19/m² for B8 (Storage and Warehousing) to £ 881/m² for A1 (Food) uses, the development threshold being determined by Department for Transport national policy on Transport Assessments. In this way Landowners/Developers will provide almost £ 50m. towards new urban infrastructure. The contributions received in terms of the Sustainable Transport SPD will not cover the full cost of the required infrastructure. Other top-up sources of funding, such as CIF, GAF, LTP, Department for Transport and Highways Agency, will have to be found to fund the outstanding required infrastructure.

The calculation of contributions and how these contributions are committed are set out in **Table 1**.

All contributions in terms of the Sustainable Transport SPD will be made to the Council who will secure and distribute the funds in accordance with existing accepted Council procedures. The MKP Business Plan, the LTP and other

adopted MKC transport strategies provide the evidence base for project identification and will be used to manage and monitor the delivery, finance, viability and risk in providing the required transport infrastructure.

1.2 Purpose and Status

The main purpose of the Sustainable Transport SPD is to clarify and advise where developer contributions for transport improvements will be sought and how those contribution sums are calculated and committed.

Officers of MKC have prepared this Sustainable Transport SPD which has been drawn up to interpret policies P01, PO2, T5, T7 and T11 of the Local Plan (December 2005). This means that it applies for the same plan period as the Local Plan, which is up to 2011, but with the potential to roll forward to 2016 in terms of the land identified for development.

This Sustainable Transport SPD is a Local Development Document prepared in accordance with the requirements of the Town and Country Planning (Local Development) (England) Regulations 2004 and 2008 and Government Guidance contained in Planning Policy Statement 12: Local Development Frameworks, now replaced by Planning Policy Statement 12: Local Spatial Planning.

A Sustainability Appraisal of the Sustainable Transport SPD was produced for the consultation version of the Sustainable Transport SPD. The Sustainability Appraisal has been updated and should be read in conjunction with this final version of the Sustainable Transport SPD.

Once the Sustainable Transport SPD is adopted it will be a material consideration in the decision making process on planning applications and in the consideration of master plans and development briefs for strategic sites.

When considering Developer/Landowner contributions under the Sustainable Transport SPD, the Council may take into account the importance of any particular scheme in respect of agreed Council Plans and Policies and any concerns in respect of viability that may be raised.

Ancillary policy on Travel Planning is set out in **Appendix 2** and augments Policy T11. It sets out the vital role of Travel Plans in future transport planning by providing realistic choices in journey planning. Detailed guidance on how to prepare a Travel Plan is set out in a separate guidance and advice note from the Department for Transport

1.3 Consultation

Consultation on the draft Sustainable Transport SPD was guided by Regulation 17 of the Town and Country Planning (Local Development) (England) Regulations 2004. The preparation of the Sustainable Transport SPD has been

undertaken in accordance with the Council's Statement of Community Involvement and is set out in the Council's Consultation Statement.

The draft Sustainable Transport SPD was published for consultation on 5 June 2008 until 31 July 2008. Copies of the Sustainable Transport SPD were available for inspection at all MKC libraries, at Planning Reception at the Civic Offices and for viewing and downloading on the Council's web page. Letters of notification of the publication of the Sustainable Transport SPD were addressed to a range of organisations and individuals, including all Members and Parish Councils.

During the consultation process written representations were received from 9 organisations and individuals. All comments received were evaluated and the officer responses and any proposed changes were reported to Cabinet. The Sustainable Transport SPD was considered by the Cabinet at its meeting held on 2 June 2009, where the resolution to adopt was agreed.

Subsequent to adoption, all representors were notified of the adoption of the Sustainable Transport SPD. A wide range of interested parties, including Members, Parish and Town Councils, GOSE, town planning consultants and the development industry were also notified of the adoption of the Sustainable Transport SPD. A press release was issued to the media.

1.4 Structure and Content

Section 1: **Background to the Sustainable Transport SPD**; outlines the background administrative and related procedures followed in the preparation of the Sustainable Transport SPD.

Section 2: **Planning Policy**; sets out the national, regional and local policy framework of the Sustainable Transport SPD.

Section 3: **Transport Requirements**; summarises the transport requirements for which developer or landowner contributions will be required, including requirements for the preparation of Transport Assessments, Transport Statements and Travel Plans.

Appendix 1: **Transport Requirements: Developer Contributions**; sets out the calculations of the required contribution amounts, per dwelling or per square metre of floor space of new development.

Appendix 2: **Travel Planning**; sets out the Council's advice and requirements relating to Travel Planning.

2 Planning Policy

2.1 National Policy

National policy guidance on the preparation of Supplementary Planning Documents (SPD) was contained in PPS 12: Local Development Frameworks (September 2004)¹, which refers to the use of SPD in paragraph 3.16:

The Secretary of State will give substantial weight in making decisions on matters that come before him to SPD which derives out of and is consistent with the development plan, and has been prepared in the proper manner. SPD should be prepared in consultation with the general public, businesses, and other interested parties and their views should be taken into account before it is finalised. It should then be the subject of a Council resolution to adopt it as supplementary guidance.

PPS 12: Local Development Frameworks has been replaced by an updated PPS 12: Local Spatial Planning² (June 2008), which maintains the status and approach to the preparation of SPD. The preparation of SPD is set out in Chapter 6 of PPS 12: Local Spatial Planning, as follows:

A planning authority may prepare Supplementary Planning Documents to provide greater detail on the policies in its DPDs. SPDs should not be prepared with the aim of avoiding the need for the examination of policy which should be examined.

Also, PPG 13:Transport (April 2001)³ suggests the use of planning obligations to achieve improvements in public transport, walking or cycling, where such measures would be likely to influence travel patterns to the site involved. It states:

83. The development plan should indicate the likely nature and scope of contributions which will be sought towards transport improvements as part of development in particular areas or on key sites. This will give greater certainty to Developers as to what will be expected as part of development proposals and also provide a firmer basis for investment decisions in the plan area.

84. Planning obligations may be used to achieve improvements to public transport, walking and cycling, where such measures would be likely to influence travel patterns to the site involved, either on their own or as part of a package of measures. Examples might include improvements to a bus service or cycle route which goes near to the site, or pedestrian improvements which make it easier and safer to walk to the site from other developments or from public transport. When entering into a planning obligation consideration should be given to the usual statutory and policy tests.

¹ No longer available electronically.

² www.communities.gov.uk/documents/planningandbuilding/pdf/pps12lsp.pdf

³ <http://www.communities.gov.uk/documents/planningandbuilding/pdf/155634.pdf>

85. Planning obligations where appropriate in relation to transport should be based around securing improved accessibility to sites by all modes, with the emphasis on achieving the greatest degree of access by public transport, walking and cycling. While the individual circumstances of each site and the nature of the proposal will affect the details of planning obligations in relation to transport, Developers will be expected to contribute more to improving access by public transport, walking and cycling for development in locations away from town centres and major transport interchanges, than for development on more central sites. Where development can only take place with improvements to public transport services, a contribution from the Developer (payable to the local authority) would be appropriate.

Where the development is likely to impact on the trunk road network, it will also be necessary to work within Highways Agency Guidance 4/200: (and its successors)⁴.

In all cases, development proposals must be acceptable in principle when judged against the policies of the Local Plan, or subsequent Local Development Documents. The scale and nature of the benefits sought will be directly related to the scale and nature of the proposed development.

Circular 5/05: Planning Obligations (July 2005)⁵ provides the Government's advice relating to planning obligations and paragraph B3 states:

B3. Planning obligations (or 'S 106 agreements') are private agreements negotiated, usually in the context of planning applications, between local planning authorities and persons with an interest in a piece of land (or 'Developers'), and intended to make acceptable development which would otherwise be unacceptable in planning terms. Obligations can also be secured through unilateral undertakings by Developers. For example planning obligations might be used to...`mitigate` a development's impact (e.g. through increased public transport provision).

The outcome should be that the proposed development is made to accord with published national, regional and local planning policies, as set out in paragraph B26:

B26. More detailed policies applying the principles set out in the Development Plan Document (e.g. application to specific localities and likely quantum of contributions) ought then to be included in Supplementary Planning Documents. These more detailed policies might include matrices for predicting the size and type of obligations likely to be sought for specific sites; sub-plan areas; or windfall sites.

Since the adoption of the Local Plan in 2005, Department for Transport national policy on Transport Assessments⁶ has been updated and now supersedes the Local Plan policy in terms of thresholds of sites⁷.

⁴ <http://www.dft.gov.uk/pgr/regional/strategy/policy/circular207planningandstrategic?page=1#1000>

⁵ <http://www.communities.gov.uk/documents/planningandbuilding/pdf/147537.pdf>

⁶ <http://www.dft.gov.uk/pgr/regional/transportassessments/>

⁷ <http://www.dft.gov.uk/162259/165237/202657/guidanceontaappendixb>

2.2 Regional Policy

At the regional level, this issue is addressed in Policy CC1 'Sustainable Development', in Policy CC2 'Climate Change', in Policy CC6 'Sustainable Communities and Character of the Environment', in Policy T1 'Manage and Invest', in Policy T2 'Mobility Management' and in Policy T5 'Travel Plans and Advice' of the South East Plan (May 2009)⁸.

In all these policies the intention is to secure sustainable transport strategies by increasing the choice of travel modes and increasing investment in the provision of sustainable transport infrastructure.

2.3 Sub-Regional Policy

At the Sub-Regional Regional Level, this issue is addressed in Strategic Policy 3 'Sustainable Communities' of the Milton Keynes South Midlands Sub Regional Strategy⁹. More evidence is provided in paragraph 97, which states,

97. Milton Keynes will see a new phase of long-term growth establishing it as a centre of regional importance and adding a high quality public transport system to its unique advantages of modernity and good environment.

At paragraph 100, the draft South East Plan goes on to state:

100. There should be a particular emphasis on development of new public transport nodes and interchanges, well related to new urban extensions and linked with the provision of high quality public transport serving north-south and east-west corridors well integrated with strategic transport infrastructure.

2.4 Local Plan Policy

The Local Plan¹⁰ adopted on 21st December 2005 includes explanatory text and policies relating to a number of transport related issues. Many Local Plan policies have been saved pending the transition between the Local Plan and future adopted Local Development Framework plan documents. In terms of a direction by the Secretary of State dated October 2008, all transport and transport related policies have been saved in terms of Schedule 8 of the Planning and Compulsory Purchase Act, 2004. In time, these saved policies will be replaced by policies in the Core Strategy or subsequent Development Plan Documents.

⁸ <http://www.go-se.gov.uk/gose/planning/regionalPlanning/815640/?a=42496>

⁹ http://www.mksm.org.uk/attachments/145_mksm%20Sub%20Regional%20Strategy.pdf

¹⁰ <http://www.milton-keynes.gov.uk/planning%2Dpolicy/DisplayArticle.asp?ID=61299>

- Public Transport

PUBLIC TRANSPORT

POLICY T5

Development proposals must be designed to meet the needs of public transport operators and users. In particular:

- (i) Road layouts must include direct, convenient and safe bus routes*
- (ii) Bus priority measures must be implemented, where appropriate*
- (iii) All houses and most other development must be no more than 400m from a bus stop*
- (iv) Bus stops must have suitable shelters, good pedestrian access and be open to public supervision*
- (v) Specific consideration must be given to the provision of public transport services in planning new development*

7.17 In major developments and in new development areas, Developers will be expected to help 'pump prime' public transport services through planning obligations, to provide a satisfactory level of bus service. This is a minimum of three buses per hour between 7am-7pm Monday – Saturday, 2 buses per hour between 10 am – 6pm on Sunday and an hourly service at other times or the appropriate level of service set out in the Bus Strategy.

- Supplementary Planning Guidance/Supplementary Planning Documents

15.9 *The Council has adopted or has published for consultation a number of Supplementary Planning Guidance/Supplementary Planning Documents that provide more detailed guidance on planning obligations. These cover the following subjects:*

- *Drainage and Flood Risk*
- *Affordable Housing*
- *Planning Obligations for CMK*
- *Education Facilities*
- *Leisure and Recreation*
- *Social Infrastructure*
- *The Council also intends to publish guidance in relation to Transport*

15.10 *In addition to relying on Policies PO1-PO2, when negotiating planning obligations the Council will take such SPG/SPD into account as a material planning consideration.*

GENERAL POLICIES

POLICY PO1

The Council will seek to ensure that development proposals make adequate provision for both infrastructure and community facilities that directly relate to the proposed development

In making an assessment of such needs, it may be necessary to take into account the cumulative effect of a number of developments on the existing infrastructure of the surrounding area.

Developers will be expected to meet the full costs of facilities required as a consequence of development and contribute to resolving existing deficiencies where these would be made worse by the development

POLICY PO2

The main types of development proposal where the Council will seek improvements to infrastructure and community facilities are:

- (i) Proposals for development in the City Expansion Areas (Policies EA1 to EA6)*
- (ii) The redevelopment of existing industrial and warehousing premises*
- (iii) Proposals for development in the extended Linear Parks*
- (iv) Proposals for new housing*
- (v) Proposals for redevelopment, extension, change of use, or new development for offices, shopping or commercial leisure, in Town, District and Local Centres*
- (vi) In support of the principle of maximum parking standards, planning obligations may be required for improvements to public transport services and/or facilities for walking and cycling.*

In all cases development proposals must be acceptable in principle when judged against the policies of this Local Plan. The scale and nature of the benefits sought will be directly related to the scale and nature of the proposed development.

- Park and Ride

7.23 *A study into the feasibility of park and ride in the city recommended the use of smaller “arrive and ride” sites closer to CMK as well as the site at Junction 14. Identification of other sites is awaiting an evaluation of the J14*

operation but the criteria for assessing sites are set out in the policy. These will be implemented together with a programme of bus prioritisation on the grid roads. The sites will be brought into use by a combination of Developer and public funding.

PARK AND RIDE

POLICY T7

Proposals for Park and Ride sites should satisfy all the following criteria:

- (i) The site lies on or close to a Primary Distributor as defined on Plan T1*
- (ii) The site is not within the open countryside, as defined in Policy S9*
- (iii) The site is not needed for either its current use or any use for which it has been allocated in this Plan*
- (iv) The site can act as an “Arrive and Ride” facility for local residents within the City and is easily accessible by walking and cycling*
- (v) Proposals should have no significant adverse effect on the amenity of nearby residential areas*
- (vi) Proposals should be integrated with existing bus services*

- Transport Assessments and Travel Plans

TRANSPORT ASSESSMENTS AND TRAVEL PLANS

POLICY T11

Planning applications for proposals that exceed the thresholds set out in Table T2, or will otherwise generate significant amounts of travel, must include a Transport Assessment and a Travel Plan, produced in consultation with local transport providers and agreed with the Council.

Planning Applications for new or expanded school facilities that would increase pupil numbers should also include a Travel Plan

Table of Thresholds for Transport Assessments

<i>USE</i>	<i>Threshold</i>
<i>A1 Retail</i>	<i>1,000m²</i>
<i>D2 Leisure (inc cinemas and conference facilities)</i>	<i>1,000m²</i>
<i>B1 Business (inc offices)</i>	<i>2,500m²</i>
<i>B2 Industry</i>	<i>5,000m²</i>
<i>B8 Distribution & Warehousing</i>	<i>10,000m²</i>
<i>Hospitals</i>	<i>2,500m²</i>
<i>Education – Higher (Further)</i>	<i>1000m² (2,500m²)</i>
<i>Stadia</i>	<i>1,500 seats</i>
<i>New Housing Development</i>	<i>100 dwellings</i>

Since the adoption of the Local Plan in 2005, Department for Transport (DfT) national policy on Transport Assessments, Transport Statements and Travel Plans¹¹ has been updated and now supersedes the Local Plan policy in terms of thresholds of sites¹². (See also section 2.7.) The Sustainable Transport SPD will now be aligned to and will adopt the thresholds set out for Transport Assessments by the Department for Transport. The combined effect is set out below.

For clarity, these “new thresholds” are the thresholds above which the Sustainable Transport SPD will apply for the preparation of Transport Assessments, Transport Statements and Travel Plans.

(To be consistent for the payment of developer contributions for residential developments, the Sustainable Transport SPD will be aligned to and will adopt the thresholds of other adopted MK SPD, and in particular the MK Tariff. For the payment of developer contributions for non-residential developments, the Sustainable Transport SPD will adopt the thresholds of the Department for Transport national policy on Transport Assessments, Transport Statements and Travel Plans. (see section 2.7)).

¹¹ <http://www.dft.gov.uk/pgr/regional/transportassessments/>

¹² <http://www.dft.gov.uk/162259/165237/202657/guidanceontaappendixb>

USE	Local Plan Threshold (GFA)	New DfT Threshold (GFA)
A1 Retail	1,000m ²	>250m ²
D2 Leisure (Including cinemas and conference facilities)	1,000m ²	>500m ²
B1 Business (including offices)	2,500m ²	>1500m ²
B2 Industry	5,000m ²	>2500m ²
B8 Distribution & Warehousing	10,000m ²	>3000m ²
C2 Hospitals	2,500m ²	No change
C2 Education – <i>Higher (Further)</i>	1000m ² (2,500m ²)	No change
Stadia	1,500 seats	No change
C3 New Housing Development	100 dwellings	>50 dwellings

2.4 Local Context

Sustainable movement and transport in Milton Keynes is a key priority in the Milton Keynes Sustainable Community Strategy and its related Local Area Agreement and Local Strategic Partnership Action Plans. Improving public transport is a Milton Keynes Council priority. The vision and strategy objectives of the 1999 Sustainable Integrated Transport Strategy (SITS) are to secure sustainable mobility. These SITS vision and strategy objectives were re-affirmed in the 2006 Local Transport Plan 2006/07 to 2010/11 (LTP2) and through the 2008 Transport Strategy Review¹³.

In addition to the planning policies mentioned above, there are many strategies at the local level including the 2003 Long Term Public Transport Vision, the Cycling Strategy, the Walking Strategy, the CMK Parking Strategy and the Bus Strategy which also deal with sustainable movement and transport in Milton Keynes.

The Sustainable Transport SPD is aligned to the Local Plan and applies to development proposals submitted before December 2011. Before December 2011, the Local Plan will be partially replaced by the emerging Core Strategy. MKC intends to review and consolidate all Planning Obligations SPD (including the Sustainable Transport SPD) with the Core Strategy and therefore align the “new” Consolidated Planning Obligations SPD to the Core Strategy. In doing so,

¹³ <http://www.miltonkeynes.gov.uk/transport/documents/Transport%5FStrategy%2Epdf>

the life of the transport related obligations in the Sustainable Transport SPD will be extended.

Key conclusions from the 2008 Transport Strategy Review are set out at the end of that document and among the conclusions is the following reference:

The obvious target of policies for managing congestion is to influence the mode of travel for the journey to and from work, by providing more attractive and effective public transport alternatives, encouraging car sharing, encouraging use of other sustainable transport modes, providing 'park and ride' services, and a changed approach to the management of parking spaces (in terms of both supply and price), especially in the city centre.

The Sustainable Transport SPD sets out to provide the necessary transport infrastructure to address the issues set out above.

2.5 Geographic Area to Which the Sustainable Transport SPD Applies

The precise definition of the area to which the Sustainable Transport SPD applies is shown on **Map 1**. The Sustainable Transport SPD applies to all areas in Milton Keynes except the Eastern, Western and Northern Expansion Areas, the Strategic Reserve Areas, Oxley Park, Tattenhoe Park, Kingsmead and CMK.

The Development Control powers for the Expansion Areas in Milton Keynes (Eastern, Western and Northern Expansion Areas, the Strategic Reserve Areas, Oxley Park, Tattenhoe and Kingsmead) are with the MKP. The Expansion Areas coincide with the areas which are subject to the MK Tariff¹⁴ which deals with transport related developer contributions. In the Local Plan CMK is identified as a focus for change in helping to realise new transport objectives for the city. Consequently, high quality public transport will be necessary to achieve a major shift in the modes of transport used for journeys to and from CMK. The Council have an adopted the Planning Obligations for CMK SPG¹⁵ for this area, which deals with the developer contributions for public transport, the highway network and car parking for CMK.

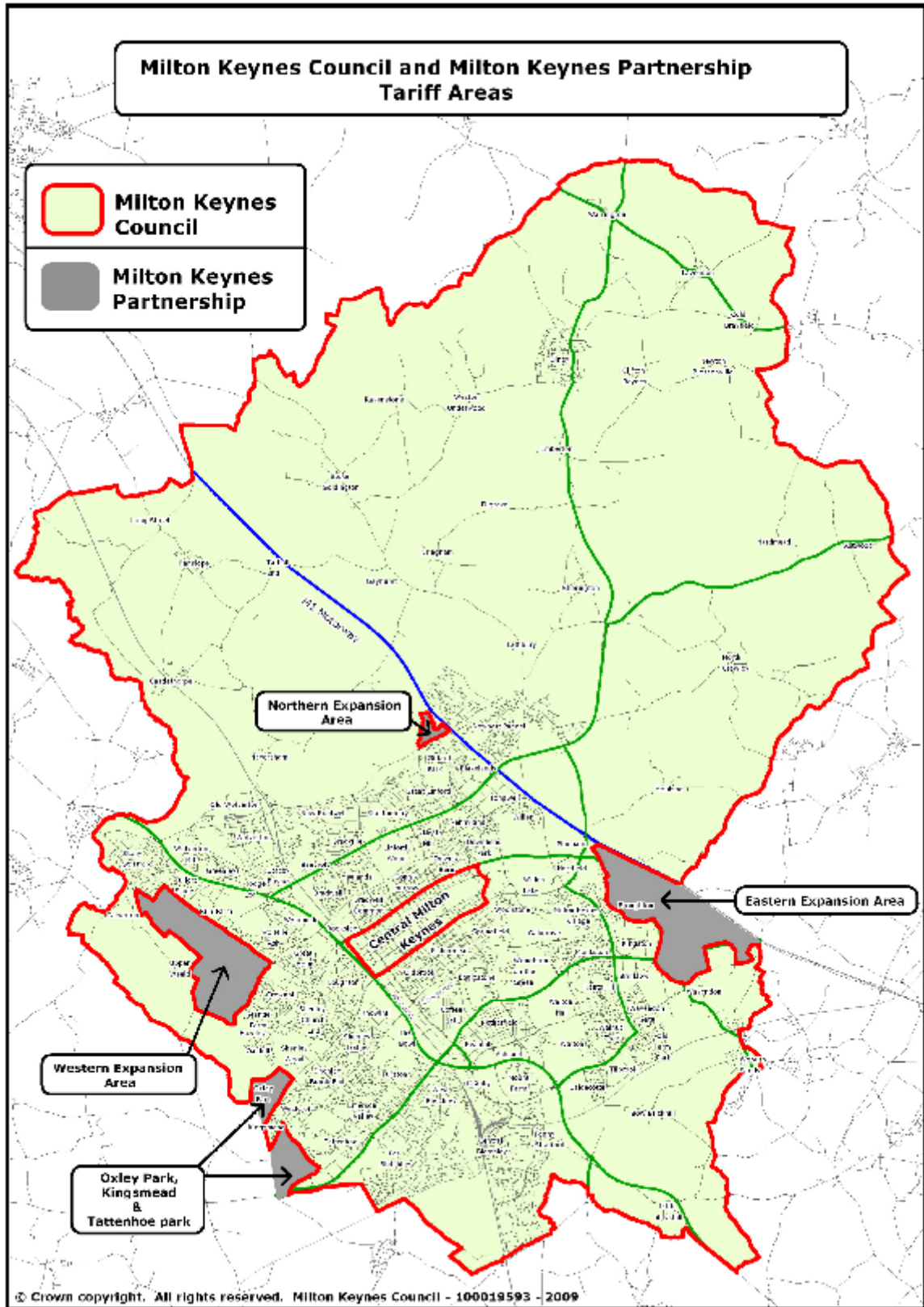
Due to the requirement for transport related contributions for the Expansion Areas and CMK being covered by separate contribution arrangements they are, therefore, omitted from this document.

The requirement for Developers to prepare Travel Plans, however, is deemed to relate to the whole of the Milton Keynes administrative area, including the Expansion Areas and CMK. Guidance on the Council requirements for the preparation of Travel Plans is, therefore, included in this document pending the adoption of a separate Travel Plan SPD in the future.

¹⁴ <http://www.miltonkeynespartnership.info/DocLibrary/MKPTariffBrochure.pdf>

¹⁵ http://www.miltonkeynes.gov.uk/planning-policy/documents/CMK_Planning_Obs_SPG.pdf

MAP 1



2.6 Application of the Sustainable Transport SPD

The interpretation of Policy PO1 of the Local Plan requires Developers to meet the full cost of facilities required as a direct result of the impacts of the development. For transport this will be set out following a Transport Assessment (TA), which must be agreed with the Council as Highway Authority. A TA should allow the transport implications of a development to be properly assessed and where appropriate, set out the measures needed to ensure that a sustainable and environmentally sound outcome is achieved.

Since the adoption of the Local Plan in 2005, Department for Transport national policy on Transport Assessments has been updated. The updated policy describes in detail the purpose and definition of a TA and sets thresholds for deciding whether a TA or a Transport Statement is needed with a proposed development. As explained above these thresholds supersede the Local Plan thresholds and will be used for the application of the Sustainable Transport SPD for the preparation of Transport Assessments, Transport Statements and Travel Plans.

In addition, Policy PO1 requires funding to remedy any worsening of a situation which is currently deficient. The TA should specifically highlight such situations and identify solutions to address them. This may require strategic management and the MK Tariff is a good example of how the accumulation of such impacts can be addressed over a wide area involving several developments and over a relatively long period of time. The principle is that a fixed tariff will provide Developers with the certainty they require regarding development costs whilst allowing MKP, as the local delivery vehicle, to pool the contributions and use them to provide necessary strategic and local infrastructure at an early stage in the development process.

The purpose of the Sustainable Transport SPD however, is to address the impacts of developments beyond those areas which are subject to the MK Tariff and other MK SPD, but at the same time seek to compliment the schemes included in the MK Tariff and other MK SPD and avoid any double counting. As most of the transport matters of the MK Tariff and other MK SPD are focussed on major strategic infrastructure related to growth in Milton Keynes, the Sustainable Transport SPD concentrates on the more local requirements. In time, it is anticipated that all projects identified in the Sustainable Transport SPD will be included in the MKP Business Plan.

Having established the committed funding for programmed schemes from the LTP, MK Tariff and the CMK SPD, this document sets out the remaining schemes and measures that represent an integrated works programme for which funding has yet to be identified. These have been divided into three categories:

- **Highway Schemes**
- **Public Transport Schemes**
- **Other Sustainable Transport Modes (including Travel Planning)**

The contributions required under the Sustainable Transport SPD, for the above categories, are summarised in section 3.3 and set out in detail in **Appendix 1**.

Once the overall cost of these measures has been calculated, it will be apportioned between the anticipated quantum/scale of development provided for in the Local Plan. This will be carried out broadly in line with the trip generation rates of the respective land uses to arrive at the figures used in the Sustainable Transport SPD. These payments will be directed towards wider measures aimed at mitigating the indirect effects of traffic growth.

These payments will not remove the duty of the individual Developer to fund or provide measures that clearly relate to and facilitate the development of a specific site as will be identified in a TA. The costs contained in the Sustainable Transport SPD relate generally to off-site measures and will be additional to the cost of any works that relate directly to or are deemed necessary to facilitate site development.

All contributions in terms of the Sustainable Transport SPD will be made to the Council who will secure and distribute the funds in accordance with existing accepted Council procedures. The MKP Business Plan, the LTP and other adopted MKC transport strategies provide the evidence base for project identification and will be used to manage and monitor the delivery, finance, viability and risk in providing the required transport infrastructure.

Costs will be index linked in Section 106 legal agreements to allow for changes in costs and prices over time. Landowners/ Developers will be expected to pay all reasonable legal costs in the negotiation, preparation and completion of the legal agreement and, pending completion, will need to be supported by a solicitor's undertaking.

The contributions received in terms of the Sustainable Transport SPD will not cover the full cost of the required infrastructure. Other top-up sources of funding, such as CIF, GAF, LTP, Department for Transport and Highways Agency, will have to be found to fund the outstanding required infrastructure.

2.7 Development Scale and Type Thresholds

Major development schemes will clearly have a greater impact on the transport system than small development schemes. The MK Tariff and other MKC SPD generally apply to future major development schemes, whereas the Sustainable Transport SPD will generally apply to future small development schemes.

To be consistent for the payment of developer contributions for residential developments, the Sustainable Transport SPD will be aligned to and will adopt the thresholds of other adopted MK SPD, and in particular the MK Tariff. For the payment of developer contributions for non-residential developments, the Sustainable Transport SPD will adopt the thresholds of the Department for Transport national policy on Transport Assessments, Transport Statements and Travel Plans.

Therefore, for future residential developments the Sustainable Transport SPD will apply to all development schemes of 10 or more dwellings. For future non-residential developments the Sustainable Transport SPD will apply to all development schemes as determined by Department for Transport national policy on Transport Assessments, Transport Statements and Travel Plans.

3 Transport Requirements

3.1 Background Introduction

Milton Keynes has a variety of sources to fund transport and other infrastructure which is applicable in various geographic areas throughout the city. The MK Tariff is the main source to fund growth in Milton Keynes. In addition to the MK Tariff, Milton Keynes has a variety of Supplementary Planning Document planning obligations funding sources for the delivery of transport and other infrastructure. Contributions to infrastructure will be provided from sources such as delivery agency capital programmes, Section 106 tariff contributions, other Section 106 Agreements, Government funding streams, other external sources and direct works, controlled through the imposition of conditions on planning permissions or the use of legal agreements.

Having established the level of scheme funding that will be available through the MKP Tariff and the LTP, the Sustainable Transport SPD identifies deficiencies in funding, the lack of which will seriously inhibit the capability of the highway network to meet the demands of growth. It also identifies the necessary improvements to passenger transport, walking and cycling networks and the soft measures required to deliver modal shift, which will in itself make growth more sustainable. The MK Tariff will not meet the full cost of the required infrastructure and government and other top-up funding, such as CIF, GAF, LTP, Department for Transport and Highways Agency, will have to be secured to meet the remaining outstanding costs.

Prior to expansion occurring outside the Borough boundary and MKP's Urban Development Area boundary, there will need to be close working with, and agreement on, the approach to infrastructure delivery with the adjoining authorities (Aylesbury Vale District Council, Central Bedfordshire Council and Buckinghamshire County Council). This agreement would apply to a common set of principles similar to the MK Tariff and which would consequently be included into the MKP Business Plan¹⁶.

Currently there is no detailed guidance to fund transport infrastructure in those areas of Milton Keynes not covered by the MK Tariff, the LTP or other Supplementary Planning Documents. Therefore, the main purpose of the Sustainable Transport SPD is to clarify and advise where developer contributions for transport improvements will be applied and how those contribution sums will be calculated and committed. In time, it is anticipated that all projects identified in the Sustainable Transport SPD will be included in the MKP Business Plan.

As an identified Growth Area for the UK, the Council will continue to lobby the Government for adequate ring-fenced resources to ensure the delivery of necessary transport and other infrastructure within the city.

This Chapter takes note of transport infrastructure being provided from existing sources, principally the MK Tariff and the LTP and also provides a summary of

¹⁶ www.miltonkeynespartnership.info/DocLibrary/Business%20Plan%202008%20Final%20200508-r1.pdf

the transport infrastructure to be provided by the Sustainable Transport SPD. The detail, motivation in support of and the cost of the transport infrastructure to be provided by the Sustainable Transport SPD is set out in **Appendix 1**.

3.2 Existing Transport Requirements

MK Tariff Related

The major schemes currently with funding from the MK Tariff include £40 million for Local Roads and £33.3 million for Major Roads from residential and employment development.

This is broken down further as follows:

MK Tariff Related Transport Requirements	
Local Roads	£m
J14 / Northfield	5.0
Grid road junctions	25.0
A5 Intermediate junctions	10.0
TOTAL	40.0
Major Roads	£m
A421 widening (M1 J13 to Kingston)	6.0 (15% contribution)
A509 M1 J14 to Newport Pagnall Bypass	2.3 (15% contribution)
A5 Outer junctions (Old Stratford, Fenny Stratford)	25.0 (100% contribution)
TOTAL	33.3
GRAND TOTAL	73.3

Any impacts not taken account of in the MK Tariff will be sought through the preparation of a Transport Assessment on a case by case basis.

Local Transport Plan Related

The capital funding from the LTP process was originally budgeted on the indicative settlement for 2007/8 of £4.226m. However, the actual settlement was higher at £4.477m, consisting of £3.137m of Supported Capital Expenditure (Revenue) (SCE(R)) and £1.340m of Section 31 Direct Grant. The

actual amounts budgeted for 2007/08 was, therefore, £2.823m (£3.137m less 10% top slice of £0.314m) and £1.340m Section 31 Grant.

All of the Section 31 Grant was allocated first to ensure that there was no carry over at the end of the financial year and was allocated to Highway and Bridge Maintenance. Of the £2.823m SCE(R) £2.481m was originally allocated to the Transport Capital Programme and approved in February 2007. Approval was later granted to the additional £0.342m being added to the programme. The apportionment of budgets is shown below:

Local Transport Plan Related Transport Infrastructure		
	Supported Capital Expenditure (Revenue)	Additional Apportionment
Major Highway Improvements		135,000
Highway Structural Maintenance	421,000	80,000
Bridge Structural Maintenance	629,000	
Local Safety Schemes	505,000	
Traffic Management	116,000	77,000
Bus Priority	570,000	
Walking and Cycling	240,000	50,000
TOTAL	£2.481m	£0.342m

3.3 Proposed Transport Requirements for Sustainable Transport SPD

The table below sets out a summary of the developer contributions required for transport infrastructure relating to development proposals in the Transport SPD.

The detail, motivation in support of and the cost of the transport infrastructure to be provided through the Sustainable Transport SPD is set out in **Appendix 1**.

Once again, it is noted that all contributions in terms of the Sustainable Transport SPD will be made to the Council who will secure and distribute the funds in accordance with existing accepted Council procedures. The MKP Business Plan, the LTP and other adopted MKC transport strategies provide the evidence base for project identification and will be used to manage and monitor the delivery, finance, viability and risk in providing the required transport infrastructure. In this way the Council is the charging authority and the Sustainable Transport SPD (together with the MKP Business Plan, the LTP and other MK transport strategies) are the charging schedule. In time, it is anticipated that all projects identified in the Sustainable Transport SPD will be included in the MKP Business Plan.

The summary estimates of floor area and housing development in **Table 1** are determined from past Annual Monitoring Report development rates.

Proposed Transport Requirements for the Sustainable Transport SPD	
Scheme	£m
<u>Highway Schemes</u>	
<u>Local Highway Requirements</u>	
• Environmental Improvements	2.50
• Monitoring	0.30
Highway Schemes Sub- Total	2.80
<u>Public Transport Schemes</u>	
<u>Service Improvement (General)</u>	
• Bus Service Improvements	12.00
• Community Transport	0.69
Sub-Total	12.69
<u>Infrastructure Improvements (Bus)</u>	
• Bus Stop Improvements	8.00
• Northern Park and Ride Site	0.53
• Delivery/Extension to RTPI	0.80
• Station Square Improvements	2.00
• CMK Enhancements/Superstops (Business District)	1.50
• Improvements to Bletchley Bus Station/Interchange	0.30
• Improvements to Wolverton/Agora Bus Facilities	0.50
• Improvements to Kingston Bus Station	0.80
• Improvements to Westcroft Stopping Area	1.00
• Coachway Delivery	1.00
Sub-Total	16.43
<u>Infrastructure Improvements (Rail)</u>	
• Wolverton Railway Station	0.50
• Marston Vale Community Rail Partnership	0.09
Sub-Total	0.59

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<u>Additional Service Improvements</u>	
• Extension to X5 Service	0.12
• Multi-Operator Through Fare Scheme	0.10
• Off-Bus Ticketing	0.20
Sub-Total	0.42
Public Transport Schemes Sub-Total	29.41
 <u>Other Sustainable Modes</u>	
<u>Walking and Cycling</u>	
• Redway Demonstration Routes	9.44
• Redway CCTV	0.50
• Bike Centres	1.67
• Cycle Parking	3.00
• Signing	0.85
• Training	0.05
• Promotion	0.10
• Monitoring	0.10
Sub-Total	15.71
 <u>Sustainable Transport</u>	
• Promotion and Events	0.30
• Publicity	0.30
• Welcome Packs	0.25
• Travel Planning	0.50
Sub-Total	1.35
Other Sustainable Modes Sub-Total	17.06
 GRAND TOTAL	 49.27

3.4 Transport Assessments

The Local Plan requires Developers to meet the full cost of facilities required as a direct result of the impacts of the development and to make funding available in order to remedy any worsening of a situation which is currently deficient. A Transport Assessment (TA) is the means by which the transport implications are assessed.

The Sustainable Transport SPD applies the principle that a fixed tariff will provide Developers with the certainty they require regarding development costs, whilst allowing contributions to be pooled and used to provide the necessary measures to compliment the strategic and local infrastructure improvements funded through the MK Tariff and other MK SPD. However, the application of the fixed tariff will not remove the need for Developers to undertake a TA as ultimately it will be this assessment that dictates the extent of the improvements required.

In this regard emphasis is placed on the value of early discussions to determine and agree the scope of the TA, particularly in regard to the assessment of the public transport, walking and cycling modes, with which the greater part of the Sustainable Transport SPD is concerned.

In respect of Walking and Cycling, it is proposed to initiate a scheme whereby Police Community Support Officers are utilised to specifically patrol the redway network, thus increasing the public perception of a safer facility. Developer contributions towards this scheme will be sought in appropriate circumstances.

The new TA guidance advocates the preparation of a separate Travel Plan and is in line with the demands for sustainable and accessible developments. Advice is given in **Appendix 2** as to the Council's requirements in respect to Travel Plans, which will relate to all developments within the Borough, including the Eastern, Western and Northern Expansion Areas, the Strategic Reserve Areas, Oxley Park, Tattenhoe Park, Kingsmead and CMK. It is considered appropriate to require Developers to support Sustainable Transport Travel Packs and to arrange for them to be made available in new developments. These could be in the form of bus passes, discounts on bicycles or introductory membership to the MK Car Share Scheme.

3.5 Derivation of Contribution Levels

From the above figures in the summary at 3.3, the **funding gap is £ 49.27m..**

- The total contribution in the area subject to the Sustainable Transport SPD for **public transport** is **£ 29.41m.**, for **walking and cycling** it is **£ 15.71m.** and for **sustainable transport** it is **£ 1.35m..**
- The public transport trip rates and traffic trip rates (defined by TRICS* with the local factors applied) have been calculated for various types of use (shown in **Table 1**).

- The relative impacts of each of these types of use have then been calculated as a percentage of the total.
- The total contribution has then been multiplied by the relative impact to identify the proportion of funding required from each type of use.
- To determine a contribution per unit of development, the proportional funding figure is divided by the total amount of floor space proposed by that use type.
- The contribution figures for highways, public transport, walking and cycling and travel planning are then added together to give a total contribution per unit of development as shown in **Table 1**.

From **Table 1** a contribution of £ 4,070 per dwelling is calculated, and varying contributions ranging from £ 19/m² for B8 (storage/distribution) to £ 881/m² for A1 (food) is calculated. This contribution amount is not dissimilar to the amount required by the MKP Tariff towards key strategic transport infrastructure, but it is not expected that the contributions for the Sustainable Transport SPD are similar to the MK Tariff as each requires contributions for different purposes.

The summary estimates of floor area and housing development in **Table 1** are determined from past Annual Monitoring Report development rates.

3.6 Use of Contributions and Mechanisms for Payment of Contributions

The main use of contributions received will be governed by the LTP, the MKP Business Plan, other adopted MKC transport strategies and agreements on development sites as a result of recommendations in Transport Assessments. The explanation above sets out the derivation of the contribution levels. The description of schemes (works and/or proposals) to which those monies will be committed are set out in section 3.3 above, in the LTP, in the MKP Business Plan and in other adopted MKC transport strategies. The consequences of Travel Plans will be taken into account through the Transport Assessment to ensure there is no 'double counting', before the final amount of contribution is agreed.

All contributions in terms of the Sustainable Transport SPD will be made to the Council who will secure and distribute the funds in accordance with existing accepted Council procedures. The LTP, MKP Business Plan and other adopted MKC transport strategies will be used to manage and monitor the delivery, finance, viability and risk in providing the required transport infrastructure. Contributions paid through agreements will be managed through the Council's Section 106 web site.

Building and construction costs will be indexed in Section 106 agreements to allow for changes over time. Building Cost Information Service (RICS) and the Building Price & Cost Indices (DTI) will be used for this purpose.

Landowners and Developers will be required to pay the Council's reasonable legal costs and pending completion, this will need to be supported by a solicitor's undertaking.

Table 1

Calculation of Sustainable Transport SPD Contribution Levels										
		Vehicles			Person			Public Transport		
Use	Development Volume	Trip rate per 100m ²	Total No of Trips	Percentage	Trip rate per 100 m ²	Total No of Trips	Percentage	Trip rate per 100m ²	Total No of Trips	Percentage
A1 (Food)	6,500 m ²	148	9,620	11.5	264	17,160	13.4	5.5	358	10.6
A1 (Non-Food)	13,500 m ²	49	6,615	7.9	80	10,800	8.4	0.35	47	1.4
B1 (Business)	166,000 m ²	11	18,260	21.9	16	26,560	20.7	0.7	1162	34.4
B2 (Industry)	231,000 m ²	8.5	19,635	23.5	11	25,410	19.8	0.2	462	13.7
B8 (Store./Distr.)	150,000 m ²	5.2	7,800	9.3	6.5	9,750	7.6	0.1	150	4.4
Residential (C2 & C3)	4,000 houses	5.4	21,600	25.9	9.6	38,400	30.0	0.3	1200	35.5
Total			83,530	100.0		128,080	100.0		3379	100.0

Note: The summary estimates of floor area and housing development in **Table 1** are determined from past Annual Monitoring Report development rates

Table 1

	Highways		Public Transport		Pedestrian/Cycle		Travel Planning		Total
Use	2,800,000	£/unit	29,410,000	£/unit	15,710,000	£/unit	1,350,000	£/unit	
A1 (Food)	322,471.00	49.61	3,117,460.00	479.61	2,104,806.40	323.82	180,871.30	27.83	881/m²
A1 (Non-Food)	221,740.70	16.43	411,740.00	30.50	1,324,703.30	98.13	113,835.10	8.43	153/m²
B1 (Business)	612,091.50	3.69	10,117,040.00	60.95	3,257,788.90	19.63	279,950.00	1.69	86/m²
B2 (Industry)	658,182.70	2.85	4,029,170.00	17.44	3,116,732.50	13.49	267,828.70	1.16	35/m²
B8 (Store./Distr.)	261,462.90	1.74	1,294,040.00	8.63	1,195,912.70	7.97	102,767.80	0.69	19/m²
Residential (C2 & C3)	724,051.20	181.01	10,440,550.00	2,610.14	4,710,056.20	1,177.51	404,747.00	101.19	4,070/unit

Appendix 1

Transport Requirements: Developer Contributions

1. Highway Schemes

1.1 Local Highway Requirements

Major road improvements to accommodate growth have been identified in the Transport Section of the MKP's Business Plan and, are being addressed through the LTP and MK Tariff mechanisms. However, strategies have been put in place to continue the shift away from car dependency and, whilst new build is essential to accommodate additional traffic growth from new developments, of equal importance is the need to develop robust network and demand management principles that will help to deliver the aims and objectives of these strategies.

The Sustainable Transport SPD will secure funding to implement action plans resulting from the strategies. This will include the following:

1.1.1 Environmental Improvements

Making changes to selected 'non strategic routes' in order to promote slower speeds and an environment that does not encourage through traffic through local areas. A programme of works has been identified that covers Urban Traffic Calming, Safer Routes To School, Area Reviews and Speed Limit Reviews.

2.1.2 Monitoring

Traffic flows are periodically monitored at numerous locations, but the monitoring programme needs to be extended to take in speeds and delays and to combine this with other information to produce a more rigorous reporting structure. This will enable bottle necks to be identified and remedial action to be prioritised.

The table below identifies the funding requirements necessary to take forward the actions arising. The sums for Environmental Improvements (Traffic Calming/Traffic Management) and Monitoring are taken from the level of funding identified in the LTP for 2008/9, 2009/10 & 2010/11.

Local Highway Requirements	
Scheme/Measure	£m
Traffic Calming/Traffic Management	2.50
Monitoring	0.30
TOTAL	2.80

2. Public Transport Schemes

Contributions towards Public Transport have been broken down into Service Improvements (General), Infrastructure Improvements for both Bus and Rail and Additional Service Improvements in terms of particular routes and ticketing.

2.1 Service Improvements (General)

2.1.1 Bus service improvements

To have all developments in the urban area meet the requirement of a minimum of three buses per hour between 7am-7pm Monday – Saturday, 2 buses per hour between 10 am – 6pm on Sunday and an hourly service at other times for the first five years after occupation.

Cost: £ 12.00m

Calculated from an estimated £3000 contribution per dwelling for 4,000 units, based on the most recent housing growth numbers outside of the Expansion Areas and other relevant developments (CMK, Oakgrove etc) up to 2010/11.

Based on compliance with policy T5 and sub-section 7.17 of the Local Plan. (see section 2.3).

The development of public transport networks should also seek to provide improvements to services to areas not covered to acceptable service standards, (as policy T5 and supporting text at paragraph 7.17 within the Local Plan), by both the core routes and the ‘busways’. This third level of improvements will focus on local scale improvement to infrastructure, and be funded by a combination of LTP funds and developer contributions (see Infrastructure Improvements: Bus).

The above would also improve rural services within Milton Keynes, as many areas are poorly provided for in terms of commercially operated services, as it is not feasible to provide the level of subsidy that would be required to maintain services comparable to the urban area.

MKC is committed to developing a Rural Access Strategy, a key thread of which will be to increase accessibility in rural areas. This will mean, amongst other things, providing additional funding towards Rural Transport Subsidies and it is anticipated that this could be done by means of developer contributions.

2.1.2 Community Transport

As the Community Transport scheme grows and the capacity of the scheme feels increasing pressure from the demand associated with new developments, MKC will require further enhancements to the service and additional vehicles.

Cost: £ 0.69m

This is based on the pro-rata cost of meeting the demand of the growing population up to and including 2010/11.

2.2 Infrastructure Improvements – Bus

2.2.1 Bus Stop Improvements

Continued improvements are required to bring all urban and rural bus stops up to Quality Bus Initiative (QBI) quality for improved passenger comfort, information and accessibility. This would be inline with the requirement to operate low-floor vehicles on all services by April 2017 and would be required for some 905 stops at a cost of £20,000 each (£18.1m). This includes works to alter hail and ride sections to designated stops.

Assuming an average of 100.5 stops could be achieved each year for the period 2007/08 to 2016/17.

Cost: £ 8.00m

Based on a proportional cost for BUS Stop Improvements. Alternatively, where new developments occur, Developers could agree to implement stops as part of their s106 agreement, subject to Milton Keynes Council's standard designs being met.

2.2.2 Northern Park and Ride Site

Implementation of a new 500+ capacity Park and Ride site at Stony Stratford/Old Stratford (possibly a combined facility with Northamptonshire County Council).

Cost: £ 0.53m

This is based on the proportional cost of compliance with policy T7 and sub-section 7.23 of the Local Plan (see section 2.3).

2.2.3 Delivery/Extension to Real Time Passenger Information (RTPI)

While the new RTPI scheme is to be live from June 2009, there are known restrictions already. Radio coverage needs further investigation during the lead up to live operation in June 2009 and it is believed that there may be gaps in the coverage in certain parts of Milton Keynes requiring radio coverage enhancement.

Additionally, as MK Metro/ARRIVA is the sole operator at this stage, further investment for additional operators will be required. This may also be extended to infrastructure, such as bus only access control via bus transponders, signals, on-street signage and depot equipment.

Cost: £ 0.80m

Based on a proportional cost of £50,000 for depot set-up (x 5), £100,000 for radio coverage enhancement, £3,000 for each vehicle transponder (x 100), £3,000 for each bus stop street sign including installation (x 905 stops) and £2,000 per traffic signal (x 200 signals).

2.2.4 Station Square Improvements

In addition to the improvements being made to the rail capacity for CMK, discussions have begun to improve the passenger experience when entering/exiting the facility. The desire is for this improvement to not only make the area more attractive, but make better sense for all users and provide enhanced facilities. In terms of public transport, this would mean improved shelters, level access platforms, RTPI as well as facilities for bus drivers to lay over comfortably (rest area, dining facilities, toilets etc).

Cost: £ 2.00m

2.2.5 CMK Enhancements/Super Stops – (Business District)

With plans to implement 'Super Stops' at four locations along Midsummer Boulevard (MSB 1-Chiquito's, MSB 2-CBX, MSB 3-The Point and MSB 4-The Food Centre), only MSB 3 and 4 currently have funding via expected future planning applications. It is proposed that the funding of stops MSB1 and MSB2 would be sought from via the Sustainable Transport SPD.

Cost: £1.50m

2.2.6 Improvements to Bletchley Bus Station/Interchange

As one of the key destinations in Milton Keynes and as the southern anchor for the major service 5 bus route, the bus facilities in Bletchley currently leave a lot to be desired. This is something that has been brought up during a number of large applications in the area, of which the provision of an improved facility would be a condition.

However, should this not come to fruition, MKC would look to the Sustainable Transport SPD to either enhance what has been provided/agreed to by the Developer or provide such a facility that is more inline with what is expected from the user experience in CMK, as Bletchley is the other prime public transport attractor.

Cost: £ 0.30m

2.2.7 Improvements to Wolverton/Agora Bus Facilities

As one of the key destinations in Milton Keynes and as the northern anchor for the major service 5 bus route, the bus facilities in Wolverton currently leave a lot to be desired. Coming out of the recent Wolverton Transport Study, this was a clear issue. Through the Sustainable Transport SPD, MKC would look to fund significant improvements to bring facilities in line with what is expected from the user experience in CMK, although on a smaller scale.

Cost: £ 0.50m

2.2.8 Improvements to Kingston Bus Station

Subject to the Kingston redevelopment proposals not coming to fruition, MKC would seek to greatly improve the bus facilities at Kingston District Centre.

Cost: £ 0.08m

2.2.9 Improvements to Westcroft Stopping Area

As a key district location within Milton Keynes and the western anchor for a number of major bus services, including the forthcoming East/West bus service, the bus facilities in Westcroft currently leave a lot to be desired.

Through the Sustainable Transport SPD, MKC would look to fund significant improvements to bring facilities in line with what is expected from the user experience in CMK, although on a smaller scale. It may also look to fund a bus-only route at the rear of the Morrisons Store along Barnsdale Drive.

Cost: £ 1.00m

2.2.10 Coachway Delivery

A new coach terminal for both local and long distance bus travellers near Junction 14 is being developed and funded by MKC and MKP. The coach terminal serves two primary purposes; as a public transport interchange and as a park and ride. The new coach terminal requires some finishing touches, which are the responsibility of MKC. To enable the MKC to complete the coach terminal building to acceptable standards additional funding is required.

Cost: £ 1.00m

2.3 Infrastructure Improvements – Rail

2.3.1 Wolverton Railway Station

MKC is currently working towards the construction of a new station at the busy Wolverton Station for which the majority of funding is in place. The new station requires some specialised finishing touches for which additional funding is required. Detailed design and project management is now being progressed.

Cost: £ 0.50m

Based on the original cost of the full bid submitted to Central Government.

2.3.2 Marston Vale Community Rail Partnership

The Marston Vale community Rail Partnership allows for a more flexible approach to be adopted by the train operating companies working alongside the local Community Rail Partnerships. This enables them to manage the service with greater emphasis on meeting local needs, increase rail ridership and in time to reduce operating subsidies. With this in mind, MKC would look to secure funding for the ongoing contributions to the Partnership and any projects that may come online until operating subsidies can be reduced.

Cost: £ 0.09m

Based on £25,000 partnership membership per year (x2) and £20,000 for a project fund per year (x 2).

2.4 Additional Service Improvements

2.4.1 Extension to X5 Service

As the X5 Service no longer serves Oxford rail station and never has served the Cambridge station, it is suggested that all authorities that are served through the route would contribute towards this extension. In this way the X5 Service will become a viable integrated part of the rail network.

Cost: £ 0.12m

Based on two extra vehicles each day (£300,000 p.a.), funded by five authorities (Cambridgeshire CC, Bedford Council, Central Bedfordshire Council, Milton Keynes Council, Bucks CC, Oxfordshire CC - £60k each).

2.4.2 Multi-Operator Through Fare Scheme: Research & Implementation

As an additional measure to ease bus journeys it is proposed that some research is carried out to see what potential impact a multi-operator/through-ticket system would have. The cost is based on £50,000 consultancy fees and £50,000 implementation and promotional costs.

Cost: £ 0.10m

2.4.3 Off-Bus Ticketing: Research & Implementation

As an additional measure to improve bus journeys time and reliability, it is proposed that some research is carried out to see what potential impact off-bus ticketing system would have. The cost is based on £50,000 consultancy fees and £150,000 implementation and promotional costs.

Cost: £ 0.20m

3. Other Sustainable Transport Modes

3.1 Walking and Cycling

Some funds have been allocated through the Local Transport Plan (LTP) for Walking and Cycling Schemes. This includes a few individual schemes and general improvements to cycle routes, redway junctions and pedestrian facilities. This amounts to the order of £300,000. No other funds have been allocated for other initiatives relating to sustainable transport.

As these matters are expected to be more local they will in some cases be addressed in the detailed layout of a planning application. However where they extend beyond a site and become subject to a Section 106 legal agreement then the funding of such provision needs to be addressed in the Sustainable Transport SPD. On site provision will be subject to planning permission and the contributions negotiated as a result of the Sustainable Transport SPD will not apply to works within the development site.

The LTP identifies a level of funding required to improve walking and cycling facilities. Generally, however specific action needs to be taken in respect of particular deficiencies.

The current standard of the network needs to be considerably improved and the Cycling Strategy identifies a 3 year action plan, which it is anticipated will bring about a significant modal shift to walking and cycling. The action plan concentrates primarily on infrastructure enhancements in terms of the nature of the routes and the supply of cycle parking. It is proposed to raise the standard of prime routes to establish demonstration routes by ensuring continuity, by plugging missing links, increasing security, by providing better lighting and improving the surface and signing. Cycle parking will be addressed at key locations, together with the provision of further bike centres. CCTV will be installed to enhance security. A network wide signing scheme will also be implemented. Estimates associated with implementing these measures have been identified.

Walking and Cycling	
Scheme	£m
Redway Demonstration Routes	9.44
Redway CCTV	0.50
Bike Centres	1.67
Cycle Parking	3.00
Signing	0.85
Training	0.05
Promotion	0.10
Monitoring	0.10
TOTAL	15.71

3.2 Sustainable Transport

An improvement in the standard of the network generally, together with specific facilities, should result in increased numbers of pedestrians and cyclists. However, this improvement in infrastructure needs to be supplemented with on going publicity, promotion and events in order to raise the profile of these modes and to make them an alternative that people actively consider. In addition, making available welcome packs for new residents in new development areas and general support for Travel Planning will also support public transport, walking and cycling.

Sustainable Transport (Other)	
Scheme	£m
Promotion and Events	0.3
Publicity	0.3
Welcome Packs	0.25
Travel Planning	0.50
TOTAL	1.35

4. Summary

Having established the level of scheme funding that will be available through the MKP Tariff and the LTP, the Sustainable Transport SPD identifies deficiencies in funding, the lack of which will seriously inhibit the capability of the highway network to meet the demands of growth. It also identifies the necessary improvements to passenger transport, walking and cycling networks and the soft measures required to deliver modal shift, which will in itself make growth more sustainable.

Contributions will be sought from Developers in order to bridge the funding gap and the overall level is summarised below.

Scheme/Measure	£m
Highway Schemes	2.80
Public Transport	29.41
Walking and Cycling	15.71
Sustainable Transport (Other)	1.35
GRAND TOTAL	49.27

Appendix 2 Travel Planning

Introduction

This advice sets out the Council's requirements in relation to Travel Plans. The advice goes on to detail when a Travel Plan is required in support of a planning application, which are established on a site-by-site basis depending on the characteristics of the location and existing travel patterns.. This guidance will also prove to be a useful aid to employers developing Travel Plans on a voluntary basis. The guidance seeks to maximise benefits to both the Developer and the Council. A barrier to the development of Travel Plans to date has been the general lack of awareness of the content and scope of a Travel Plan.

Travel Plans are an integral part of Government policies in relation to sustainable transport. The Government White Paper "A New Deal for Transport" refers to Travel Plans and identifies them as one of six key objectives for LTPs. The delivery and implementation of Travel Plans in the MKC area will significantly contribute towards achieving both national and local targets to reduce congestion, improve road safety, promote healthier and more sustainable travel and improve air quality. These objectives will be met as part of the sustainable development of Milton Keynes to promote access to new developments through a range of travel modes. Generally the Local Plan seeks to ensure that development supports transport corridors and potential public transport use. In relation to housing, policy dictates a densification not only for new development areas, but in relation to existing sites through infill.

Planning Policy Guidance 13: Transport published March 2001 requires the submission of Travel Plans with planning applications where the development is likely to have transport implications. The Department for Transport and the Department for Communities & Local Government jointly published best practice guidance on "Using the Planning Process to Secure Travel Plans" in July 2002. In October 2005 the above documents were supplemented with specific guidance in relation to residential development, "Making Residential Travel Plans Work:" Since the adoption of the Local Plan in 2005, Department for Transport national policy on Transport Assessments, Transport Statements and Travel Plans has been updated and now supersedes the Local Plan policy in terms of thresholds of sites. Collectively, these guidance documents set out government best practice in relation to Travel Plans.

A Travel Plan is a group of initiatives/measures brought together to assist in managing the transport needs of an organisation (business, school) leisure facility (retail development, stadium, theatre) or residential development. The document often referred to as the Travel Plan sets out the current position, the desired position and the method(s) by which the desired position will be reached. Targets will normally be incorporated and detailed for a minimum of five years. A successful Travel Plan will offer users (employees, members, consumers, students, residents) a choice of travel modes to and from the site

and should detail the proposed methods/incentives to be used to encourage more sustainable patterns of movement. (for example, reducing reliance on the single occupancy car and increasing the use of public transport). Local authorities promote the use of Travel Plans to assist in meeting the wider aims of sustainable development, reducing congestion, improving road safety, promoting healthier and more sustainable travel and improving air quality. A Travel Plan is a dynamic group of measures; the document is merely the starting point

The main objective of a Travel Plan is to reduce the use of single occupancy vehicles. Important objectives of Travel Plans are established on a site-by-site basis depending on the characteristics of the location and existing travel patterns. The Travel Plan should contain a package of measures to encourage alternative and more sustainable modes of transport to be used for commuting, school journeys, business and leisure trips. These could include bus, train, bicycles, walking, motorcycles, car sharing and car pools. This applies equally to journeys made during the course of work/school/college or to visitors/customers to the development. The Travel Plan will contribute to influencing a modal shift and will be an increasingly important component of the Transport Assessment as set out in Local Plan policy T11.

Travel Plans are better viewed as dynamic; an ongoing process rather than a one-off document. A successful Travel Plan with benefit from continual monitoring, review and adjustment. It requires integration into other management procedures and policies and a clear demonstration of senior management commitment and support.

Travel Plans will help to reduce congestion, parking blight and other traffic related pollution for the residents of and visitors to Milton Keynes, there are also significant benefits to be enjoyed by the implementing organisations.

- Cash savings: particularly where there is a constrained or congested site. The provision of car parking is considerable; typically £500 per space per annum for surface level parking and considerably more for multi-deck or covered facilities. There is also the opportunity cost of resources tied up in parking provision. Could these resources not be put to more rewarding and higher value use?
- Competitive advantage: Travel Plans can aid employee and customer recruitment and retention, improve an organisations image and public relations, reduce employee stress and absenteeism through healthier forms of travel, encourage flexible working practices and produce a fair approach to travel subsidy; and
- Widen choice of travel mode for all those travelling to and from an organisation/site, including customers.

National Policy

PPG13: Transport (Paragraphs 87-91) outlines National Planning Guidance for Travel Plans as follows:

87. The Government wants to help raise awareness of the impacts of travel decisions and promote the **widespread use of travel plans** amongst businesses, schools, hospitals and other organisations. Local authorities are expected to consider setting local targets for the adoption of travel plans by local businesses and other organisations and to set an example by adopting their own plans.

88. There is no standard format or content for travel plans, and they may have a variety of names (such as green transport plans, company travel plans and school travel plans). However, their relevance to planning lies in the delivery of sustainable transport objectives, including:

- **reductions in car usage** (particularly single occupancy journeys) and **increased use of public transport, walking and cycling**;
- reduced **traffic speeds** and improved road safety and personal security particularly for **pedestrians and cyclists**; and
- more **environmentally friendly delivery** and freight movements, including home delivery services

89. The Government considers that travel plans should be submitted alongside planning applications, which are likely to have significant transport implications, including those for:

- all major developments comprising jobs, shopping, leisure and services (using the same thresholds as set out in annex D);
- smaller developments comprising jobs, shopping, leisure and services which would generate significant amounts of travel in, or near to, air quality management areas, and other locations where there are local initiatives or targets set out in the development plan or local transport plan for the reduction of road traffic, or the promotion of public transport, walking and cycling. This particularly applies to offices, industry, health and education uses;
- new and expanded school facilities which will be accompanied by a school travel plan which promotes safe cycle and walking routes, restricts parking and car access at and around schools, and includes on-site changing and cycle storage facilities; and
- where a travel plan would help address a particularly local traffic problem associated with a planning application, which might otherwise have to be refused on local traffic grounds.

However, unacceptable development should never be permitted because of the existence of a travel plan.

90. Where travel plans are to be submitted alongside a planning application, they should be worked up in consultation with the local authority and local transport providers. They should have **measurable outputs**, which might relate to targets in the local transport plan, and should set out the arrangements for **monitoring** the progress of the plan, as well as the arrangements for **enforcement**, in the event that agreed objectives are not met. They might be designed for the applicant only, or be part of a wider

initiative, possibly organised by the local authority, involving other developments in the area.

91. The weight to be given to a travel plan in a planning decision will be influenced by the extent to which it materially affects the acceptability of the development proposed and the degree to which it can be lawfully secured. Under certain circumstances some or all of a travel plan may be made binding either through conditions attached to a planning permission or through a related planning obligation. Conditions attached to a planning permission will be enforceable against any Developer who implements that permission and any subsequent occupiers of the property. Planning obligations will be enforceable against the person who entered into the obligation and any person deriving title from that person.”

Local Policy

The promotion and implementation of Travel Plans is a policy objective in the Milton Keynes LTP. The LTP seeks to deliver development plans that contain policies designed to **reduce the need to travel** by car. Car parking provision should not exceed the Councils maximum standards (Policy T15 in the Local Plan). Local and national initiatives and targets to reduce road traffic, promote public transport, walking and cycling are also set out.

The Local Plan promotes a “**Transport User Hierarchy**” (Policy T1) that favours sustainable modes. Policy T11 (Transport Assessments and Travel Plans) can be utilised along with planning obligations to **promote access to new developments through a range of travel modes**.

The Sustainable Integrated Transport Strategy (SITS) details **journey to work targets** up to 2011. It also details a strategy of public attitude change to be brought about by among other things commuter plans (Travel Plans).

When is a Travel Plan required?

For Developers it is critical to know when a Travel Plan is required. This section identifies in which instances the Council **will require** a Travel Plan and other scenarios where the Council **may require** a Travel Plan.

Developers are encouraged to consult with The Council and where appropriate the Highways Agency and other relevant bodies at an early stage, preferably before submission of a detailed (or outline) planning application, to establish whether a Travel Plan is required. Consultation is important as it may influence the design of any final scheme.

Generally the Local Plan seeks to ensure that development supports **transport corridors** and **potential public transport use**. This should be linked to Travel Plan development and implementation that supports public transport use. In relation to housing, policy dictates a densification not only for new development areas but in relation to existing sites through infill. These policies require the

support of Residential Travel Planning. In line with this strategy the submission of a Travel Plan, for all development of 50 dwellings plus, should be required.

Development Proposals Required to Include Travel Plans

All major developments comprising dwellings, jobs, shopping, leisure and services are assessed using the same thresholds as are set out in section 2.3.

Other Scenarios where a Travel Plan May be Desirable

1. *Where the development is in or close to an Air Quality Management Area (AQMA) and is forecast to generate more than 1000 vehicle movements per day;
** This scenario will normally trigger the need for a **Transport Assessment** and information gained through the Transport Assessment may inform the formulation of a Travel Plan.*
2. Where the development is likely to be refused planning permission due to harmful transport impacts it **may** be possible for a Travel Plan to mitigate these impacts; and
3. Where planning consent is subject to transport infrastructure requirements it **may** be possible for the Developer to offer a Travel Plan with stringent targets and outcomes as an alternative to all or part of these improvements.

Extensions

It is difficult to apply rigid thresholds where an extension (either on site or off site) is proposed for an existing use. Some businesses develop 'incrementally' through extensions to existing premises or by developing on physically separate sites. Over time the transport impacts of the original use can change substantially. In these circumstances the introduction of a Travel Plan may allow organisations to re-assess the costs and benefits of their existing travel patterns.

Multi Occupation of One Site

Numerous small developments on one site may individually not require a Travel Plan, but together the cumulative transport implication means an 'umbrella' Travel Plan will be required for the entire site. This will require each Occupier and new Occupiers to prepare and implement subsidiary Travel Plans as appropriate to their particular use and travel characteristics. It should be administered by an agent of the Developer/Site Manager.

Monitoring

MKC's costs in monitoring the Travel Plan will be met by the Developer/Occupier as agreed in the Section 106 Agreement or other agreements.

Travel Plan Guidance Note

The Council has prepared a separate guidance note entitled "What is a Travel Plan? – Your Step by Step Guide" which provides detailed guidance on Travel Planning. Developers are encouraged to refer to this document.