

TransportforLondon

Travel planning for new development in London

Incorporating deliveries and servicing

MAYOR OF LONDON

Transport for London



Contents

1 Introduction	3	Travel plan preparation and the planning process	15	At what point should an iTRACE compliant survey be undertaken?	30
Background	3				
What is a travel plan?	4	4 Travel plan content	17	TRAVL: The background	31
Key components of strategies to manage deliveries and servicing	4	ATTrBuTE	22	Specifying the need for iTRACE and/or TRAVL compliancy	32
What are the benefits of a travel plan?	5	Charging for assessing the travel plan	22	Securing funding for monitoring travel plans	32
Purpose of this guide	6	The relationship between the travel plan and transport assessment	22	Enforcement	33
Who is this guide for?	6	Travel plan targets	23	8 Glossary	35
Structure of this guidance	6	Travel plan measures	23	9 Appendix – useful documents and websites	37
2 Policy context	7	5 Securing travel plans	24	Tables	
National policy context	7	Planning conditions	24	Table 1.1 Benefits of a travel plan for a new development	5
Regional policy context	7	Using conditions and obligations to secure travel plans	24	Table 3.1 Development scale thresholds for travel plans	12
Ensuring effective integration of travel plans at local-level	9	6 Implementation and management	26	Table 3.2 The process for travel plan development	16
3 Steps in producing a travel plan for development	10	Demonstrating commitment to the travel plan	26	Table 4.1 Travel plan suggested content	18
The level of the travel plan	10	Travel plan coordinator	26	Figures	
The form of the travel plan	13	Partnerships – joining up for success	27	Figure 3.1 Determining the level and form of the travel plan	10
Occupier known or unknown	14	7 Monitoring and enforcement	28		
Mixed-use and multi-occupant developments	14	iTRACE	28		
Multiple occupant buildings	15	Delivering and servicing	30		
		Other surveys	30		

Introduction

Background

1.1 Transport for London's (TfL's) 'Guidance for workplace travel planning for development' and 'Guidance for residential travel planning', published in March 2008, provided advice and support to those involved in developing, implementing, monitoring and securing development-related travel plans in London. Since publication of that guidance there has been considerable progress made in both the quantity and quality of travel plans secured through the planning process across the Capital. This guidance, which supersedes and combines both 2008 guidance documents, draws on lessons learnt over recent years.

- 1.2 While the 2008 guidance was focused almost entirely around the sustainable movement of people to/from new developments, boroughs across London are increasingly securing travel plans that effectively manage the sustainable movement of both people and goods. This guidance endorses this integrated and more holistic approach to travel planning. However, while it is recommended that deliveries and servicing should always be considered as part of any travel plan, the level of detail provided about goods/servicing aspects will depend on the nature and scale of the development; those developments that have a significant freight¹ impact will need to address deliveries and servicing in a more comprehensive way.
- 1.3 It should also be noted that while there is a move towards integrating deliveries and servicing within the travel plan, in some cases a local authority may instead request that these aspects are addressed in a Delivery and Servicing Plan (DSP), for example, as a separate but related accompaniment to the travel plan.

1.4 This guide has been informed by:

- **Extensive feedback received as part of the 'new way to plan' programme** from borough officers (including transport planning/policy officers, senior officers and members), developers, and their consultants
- **Others involved in development-related travel planning in London** including TfL's Travel and Freight Demand Management team and Development Planning
- **A workshop** held specifically to inform this guide, attended by representatives from TfL, borough transport and planning officers, and transport consultants

¹ The term 'freight' is wide-ranging, referring to the physical carriage of goods by any mode. In most cases this will predominantly be road-based, encompassing a variety of services including mail and courier deliveries; the collection of waste and recycling materials; the delivery of raw materials and supplies; and the distribution of products and manufactured goods. Vehicles can range from bicycles, motorbikes and small vans through to large, multi-axle goods vehicles.

What is a travel plan?

- 1.5 A travel plan is a long-term management strategy for an occupier or site that seeks to deliver sustainable transport objectives through positive action, and is articulated in a document that is regularly reviewed. It involves the development of agreed and explicit outcomes, linked to an appropriate package of measures, aimed at encouraging more sustainable travel for both people and goods.
- 1.6 A travel plan can bring a number of benefits to a new development for:
- The developer
 - The ultimate occupier
 - Users of the site such as employees, customers, visitors, suppliers, delivery companies etc
 - Local residents
 - The local authority
- 1.7 Planning Policy Guidance 13 emphasises the need for travel plans to be required as a condition of planning permission and states that travel plans are a tool for the planning system to deliver sustainable transport objectives, including those relating to freight. The London Plan (Replacement Plan to be adopted in 2011) and the Mayor's Transport Strategy (MTS) (2010) also endorse travel plans to deliver sustainable development in London.

- 1.8 Deliveries and servicing should always be included as part of the travel plan considerations. However, the level of detail around deliveries and servicing provided in the travel plan should be proportional to their potential level of impact as highlighted in any associated transport assessment.
- 1.9 Some of the benefits of a development-related travel plan that manages both people and goods are indicated in table I.I.

Key components of strategies to manage deliveries and servicing

- 1.10 Strategies developed to manage deliveries and servicing to a site should:
- Introduce measures to reduce, consolidate or eliminate delivery trips
 - Provide safe and legal loading facilities, preferably off street
 - Ensure operators demonstrate best practice
- 1.11 The London Freight Plan (2007) recognises that improvements in the efficiency of the freight sector will help reduce the environmental and social impacts of freight transport on London, particularly in terms of its contribution to climate change. Sustainable freight distribution in London will also make a real and positive contribution to

improving the lives of those who live, work and visit London. Other benefits are shown in table I.I.



What are the benefits of a travel plan?

Table 1.1 Benefits of a travel plan for a new development

Benefits for the:	Developer	Occupier	Site user	Freight operator/ supplier	Local resident	Local authority
Improved site access	✓	✓	✓	✓	✓	
Less congestion on local roads			✓	✓	✓	✓
Reduced demand for parking spaces enabling land to be put to more cost-effective use	✓	✓				
Improved travel choice and quality access to key services	✓	✓	✓		✓	✓
Help to meet an organisation's environmental objectives, for example reduced emissions contribute towards carbon dioxide CO ₂ reduction targets	✓	✓		✓		✓
Increase business efficiency and equality		✓	✓			
Local environmental improvements from reduced congestion, pollution and noise					✓	✓
Opportunities for active, healthy travel			✓		✓	✓
Help achieve wider local policy objectives, eg on sustainability						✓
Fewer goods vehicle journeys lowers the risk of collisions		✓	✓	✓	✓	✓
Reduced parking enforcement costs – more deliveries will use legal loading facilities so fewer traffic and parking infringements should occur				✓	✓	✓
Reduced delivery costs and improved security	✓	✓		✓		
More reliable and timely deliveries resulting in less disruption to normal business practices	✓	✓				
Fuel savings through reduced, re-timed or consolidated deliveries				✓		
Opportunity to feed into a corporate social responsibility programme and ensure your operations comply with health and safety legislation	✓	✓		✓		

Purpose of this guide

1.12 The purpose of this guide is to:

- Consolidate, simplify and improve previous guidance on development-related travel planning. This will be based on the lessons learnt and experience gained over recent years
- Facilitate further progress across London in the quantity and quality of travel plans secured through the planning process
- Ensure that deliveries and servicing are taken into account from the earliest stage in the planning process
- Provide boroughs with assistance on the requirements/considerations to be included within their Local Development Frameworks (LDFs)

Who is this guide for?

1.13 This guide is aimed principally at:

- Travel plan authors (developers and their consultants)
- Borough officers responsible for securing travel plans including case officers, transport planning officers, Section 106 officers and legal representatives
- Those responsible for reviewing and assessing the quality of travel plans
- Policy teams responsible for ensuring that travel planning and freight considerations including delivery and servicing planning are integrated into emerging LDFs

Structure of this guidance

1.14 Section 2 of this document outlines the key national and regional policies relevant to travel plans (including deliveries and servicing). Section 3 provides an overview of the steps involved in developing a travel plan and responsibilities at different stages in the planning process. Section 3 also sets out the fundamental travel plan requirements which relate to:

- The scale of development at which: ‘Strategic-level’ and ‘local-level’² travel plans should be submitted according to different land use classes
- The form the travel plan should take is dependent on the amount of information known about the occupier at the time of planning application submission

1.15 Subsequent sections cover:

- Travel plan content (including use of ATTrBuTE³)
- Securing travel plans using legal mechanisms
- Implementation and management
- Monitoring and enforcement

2 The terms ‘strategic-level’ and ‘local-level’ supersede the terms ‘Standard’ and ‘Enterprise’ travel plans used in TfL’s 2008 guidance.

3 ATTrBuTE is on-line travel plan assessment tool for London which aims to ensure that travel plans are developed in accordance with best practice.

2 Policy context

2.1 This section provides an overview of key national and regional policies relevant to securing travel plans (incorporating delivery and servicing) and stand alone DSPs in London. Further details can be found on the new way to plan website (newwaytoplan.tfl.gov.uk).

National policy context⁴

2.2 The need to manage transport in new developments is enshrined in many national policy and guidance documents. Over the past ten years, the need to reduce car dependency, increase travel choices and encourage sustainable distribution has been established through key documents such as Planning Policy Guidance (PPG13): Transport (updated 2011).

2.3 PPG13 emphasises the need for travel plans to be required as a condition of planning permission and states that travel plans are a tool for the planning system to deliver sustainable transport objectives, including those relating to freight. However, PPG13 also states that ‘unacceptable development should never be permitted because of the existence of a travel plan’ (paragraph 89).

2.4 The Department for Transport’s (DfT’s) Good Practice Guidelines: Delivering Travel Plans through the Planning Process (2009) outlines the role and benefits of travel plans in the planning process, the way to secure them and their inter-relationship with transport assessments⁵. It also discusses the requirements and elements of an effective travel plan.

2.5 Under the Planning and Compulsory Purchase Act 2004, planning applications must be determined in accordance with the strategic policy and plans contained within the London Plan.

Regional policy context

2.6 The London Plan, Spatial Development Strategy for Greater London (February 2008) sets the strategic framework for spatial planning in London. Policy objectives for improving accessibility within London are contained within objective 5: To improve London’s Accessibility (See Chapter 3, Part C). A number of policies within the ‘London Plan’ seek to support objective 5, in particular policy 3C.2 ‘Matching development to transport capacity’. This asserts that, ‘Developments with significant transport implications should include a transport assessment and travel plan as part of planning applications’.

2.7 The London Plan, Spatial Development Strategy for Greater London, Consultation Draft Replacement Plan is currently being progressed and is expected to be adopted in spring 2011. This replaces the 2008 London Plan.

2.8 The replacement plan’s objectives of greatest relevance to travel planning are:

- To ensure that London is a city where everyone can access jobs, opportunities and facilities with an efficient and effective transport system that actively encourages walking and cycling and

⁴ At the time of writing (2011) national policy and guidance was under review following the change of Government.

⁵ A transport assessment is a statutory document that accompanies a planning application and demonstrates how the development proposals are likely to impact on the local environment in transport terms.

- makes better use of the Thames
 - To ensure that London is a world leader in improving the environment locally and globally, at the forefront of policies to tackle climate change, reduce pollution, develop a low carbon economy and consume fewer resources and use them more effectively
- 2.9 The integration of transport and development to reduce the need to travel is a strategic focus of the replacement plan (Policy 6.1). The plan also addresses the need to:
- Reduce emissions from transport
 - Provide for pedestrians and cyclists
 - Consider development proposals in light of existing transport capacity and proximity to major freight routes (as relevant)
 - Promote actions to achieve wider environmental sustainability in London
- 2.10 Critically, policy 6.3 of the replacement plan asserts that:
- a) Workplace and/or residential travel plans should be provided for planning applications exceeding the thresholds in, and produced in accordance with, the relevant TfL guidance...; that
 - b) Construction logistics plans and delivery and servicing plans should be secured in line with the London Freight Plan and
 - should be coordinated with travel plans'; and that
 - c) LDFs should include policy requiring transport assessments, travel plans, construction logistics and delivery/ servicing plans as set out above
 - Boroughs are required to ensure developments do not exceed maximum car parking standards and minimum cycle parking standards as set out in the replacement plan (in tables 6.1 and 6.2)
- 2.11 The London Plan also supports and encourages the widespread use of innovative energy solutions to reduce the use of fossil fuels, in particular electric and hydrogen vehicles. Policy 6.13 and the Parking Addendum to Chapter 6 of the consolidated draft of the revised London Plan (December 2010) propose minimum requirements for the provision of charge points or wiring for future charge point installation in new developments. The required levels would vary by land use type with infrastructure required for at least 40 per cent of residential parking in new developments.
- 2.12 The Mayor's draft Electric Vehicle Delivery Plan (2009) seeks to ensure that the use of electric vehicles becomes more mainstream and that the necessary infrastructure is provided in London. TfL's Electric Vehicle Delivery Project is working in partnership with public and private sector partners to deliver a network of publicly accessible charging points for electric vehicles across London. These will be complemented by workplace and residential charge points. Travel plans have an important role to play in helping to deliver an effective vehicle charging network as they offer the opportunity to review the current usage in a development and increase the number of active charge points as needed. This is particularly important in residential developments as the majority of electric vehicle owners are expected to charge overnight at home where practical.
- 2.13 The MTS (2010) sets out the Mayor's transport vision for London over the next 20 years to accommodate the projected housing and employment growth in a sustainable manner. London boroughs are required to devise schemes through their Local Implementation Plan to implement the strategy in their areas. Like the London Plan, the MTS emphasises the importance of integrating land-use planning and transport to support the use of sustainable transport modes.
- 2.14 The London Freight Plan, Sustainable freight distribution: A plan for London (2007) sets out the vision for sustainable freight distribution in London over the next five to

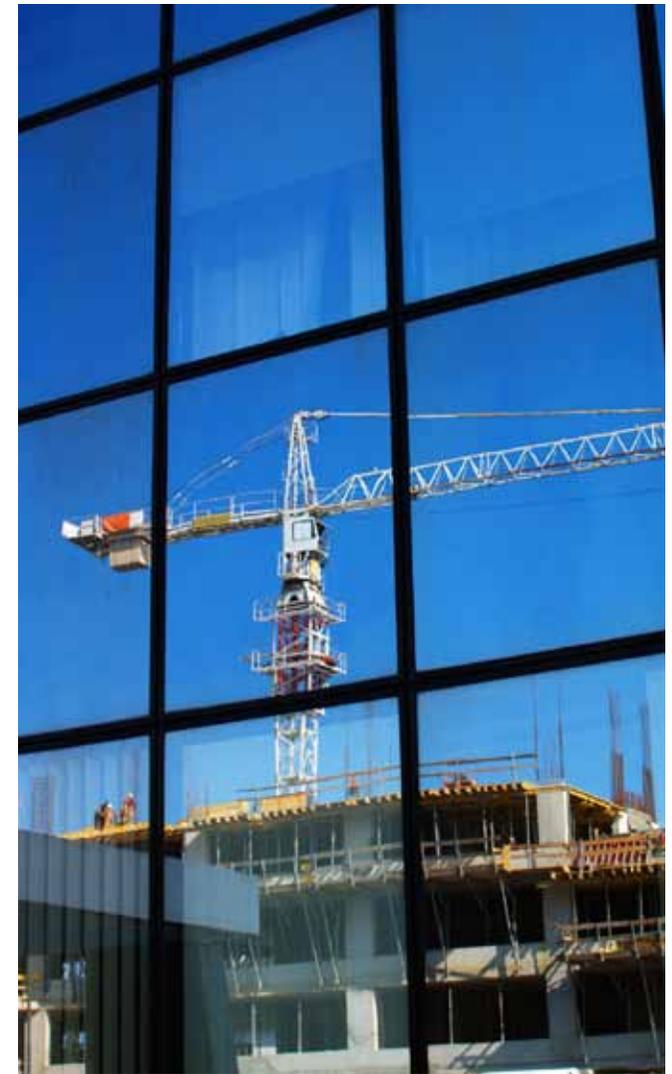
ten years: ‘...the safe, reliable and efficient movement of freight and servicing trips to, from, within and, where appropriate, through London to support London’s economy, in balance with the needs of other transport users, the environment and Londoners’ quality of life.’

2.15 Four key projects are assisting the achievement of this vision: Delivery and servicing plans (either as a consideration as part of a travel plan or as a stand-alone document); The Freight Operator Recognition Scheme (FORS)⁶; the Freight Information Portal⁷ and Construction Logistics Plans (CLPs)⁸. It should be noted that CLPs are beyond the scope of this guidance as they are developed and implemented prior to occupation and thus not appropriate for inclusion in a travel plan. However, CLP authors might find content of this document useful for their labour force travel plan produced as part of CLPs.

Ensuring effective integration of travel plans at the local-level

2.16 The LDF provides the over-arching mechanism for securing travel plans at the local-level. Securing travel plans will be most effective where the LDF includes explicit reference to travel plans (including deliveries and servicing). LDF documents should be clear and unambiguous about when travel plans will be required and the rationale for them. Policies should also indicate how travel plans are expected to contribute to achieving local objectives – transport and otherwise – for example air quality.

2.17 Detail about travel plan requirements specific to a given planning authority can be set out in a Supplementary Planning Document⁹. The Supplementary Planning Document will typically involve an overview of the expected travel plan content and the thresholds at which a travel plan is required. The Supplementary Planning Document might also bring together all policies relating to sustainable transport in one place for example, transport assessments, parking standards, electric vehicles etc.



6 FORS is a unique, industry-led free membership (bronze, silver, gold) scheme to help van and lorry operators in the Capital to become safer, more efficient and more environmentally friendly.

7 The Freight Information Portal (tfl.gov.uk/microsites/freight) is an online, one-stop resource that offers freight operators all the information they need about delivering in London.

8 CLPs provide a framework to manage all types of freight vehicle movement to and from construction sites.

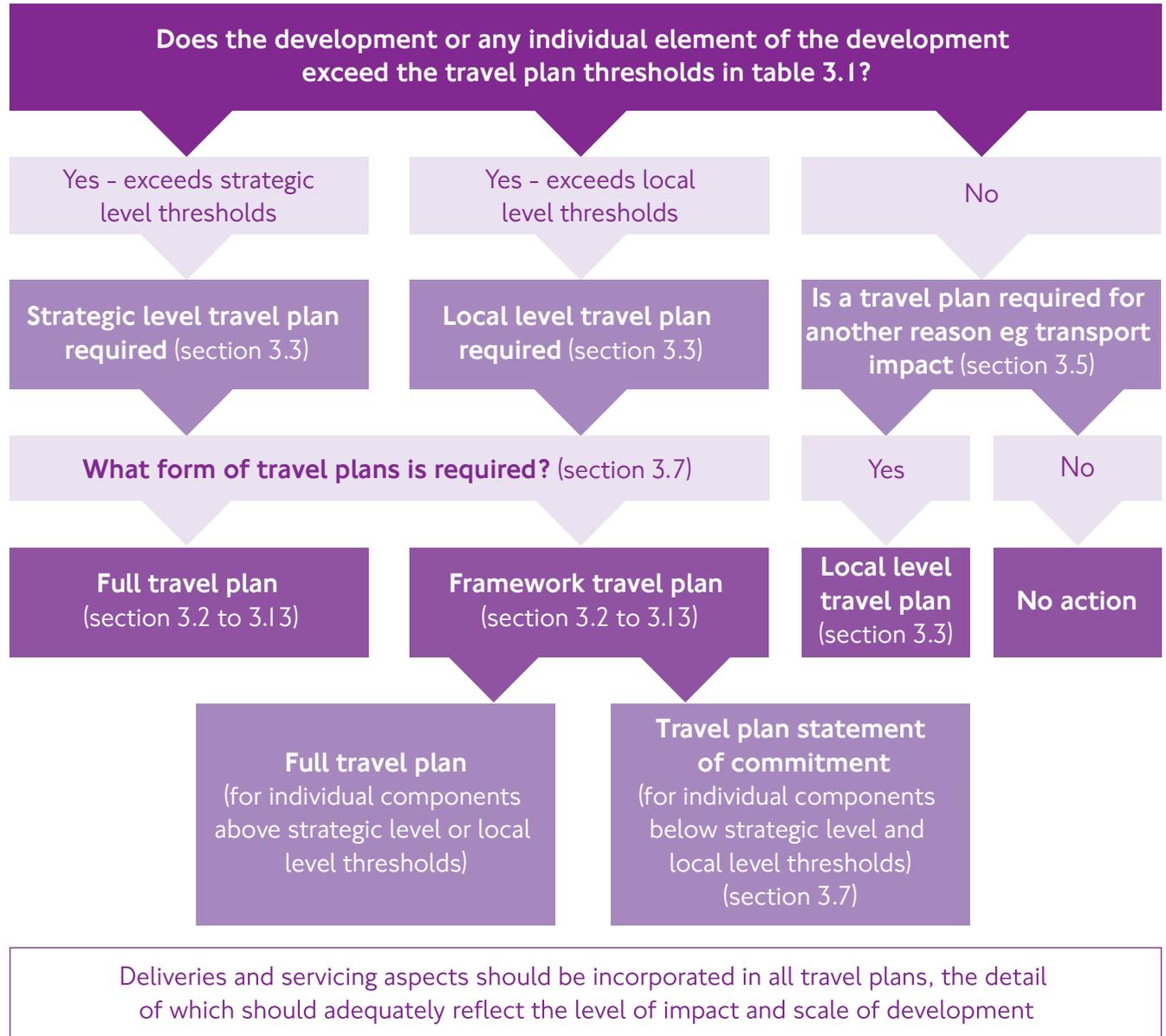
9 A non-compulsory planning document that adds detail to policies set out in general terms in the Development Plan Documents produced as part of the LDF.

3 Steps involved in producing a travel plan for development

The level of the travel plan

3.1 The process for identifying when the different types of travel plan are required and the potential forms of travel plan that would be appropriate under different circumstances is summarised.

Figure 3.1: Determining the level and form of the travel plan



- 3.2 All large-scale developments and applications referred to TfL must submit a ‘strategic-level’ travel plan as part of the planning application process.
- 3.3 TfL has set development scale thresholds above which a strategic-level travel plan must be prepared (see table 3.1). This requirement applies to both new developments and extensions or redevelopments of existing sites. The following travel plan definitions apply:
- ‘Strategic-level travel plan’ – developments above the strategic-level thresholds must by default submit an ATTrBuTE-compliant travel plan. Strategic-level thresholds relate to larger developments which are referred to the Mayor, and which are identified from PPG13 (Transport) (DfT, Office of the Deputy Prime Minister, 2001)
 - ‘Local-level travel plan’ – smaller developments that fall below the strategic-level threshold but which typically employ 20 or more staff must also produce an ATTrBuTE-compliant

‘local-level’ travel plan. Boroughs may also adopt their own travel plan requirements for developments that are below the default local-level threshold. These requirements may be specified within borough-specific planning guidance, for example in sustainable transport Supplementary Planning Documents

- 3.4 The content of a local-level and strategic-level travel plan will generally be similar and in line with information provided in section 4 of this guide. However, the monitoring requirements may differ; strategic-level travel plans will need to be monitored using TRAVL¹⁰ surveys, while local-level travel plans may only need to be iTRACE compliant¹¹ unless otherwise specified by the borough.

¹⁰ TRAVL is a recognised source of travel survey data in London. It allows users to retrieve survey data using filter options to select suitable and comparable sites for a development proposal, and then to use this data to predict the number of trips that will be generated by the development. All survey data included in the database is collected using the standardised TRAVL methodology. Further information is provided in section 7.

¹¹ iTRACE compliancy is the standard for travel monitoring in London, to ensure consistent collection of data. Further information is provided in section 7.

Table 3.1 Development scale thresholds for travel plans

	Local-level travel plan*	Strategic-level travel plan
Shopping centre	More than 20 staff but less than 2,500m ²	Equal or more than 2,500m ²
A1 food/non-food retail	More than 20 staff but less than 1,000m ²	Equal or more than 1,000m ²
Garden centres	More than 20 staff but less than 2,500m ²	Equal or more than 2,500m ²
A3/A4/A5 food and drink	More than 20 staff but less than 750m ²	Equal or more than 750m ²
B1 including offices	More than 20 staff but less than 2,500m ²	Equal or more than 2,500m ²
B2 industrial	More than 20 staff but less than 2,500m ²	Equal or more than 2,500m ²
B8 warehouse and distribution	More than 20 staff but less than 2,500m ²	Equal or more than 2,500m ²
C1 hotels	More than 20 staff but less than 50 beds	Equal or more than 50 beds
C3 residential	Between 50 and 80 units	Equal or more than 80 units
D1 hospitals/medical centres	Between 20 and 50 staff	Equal or more than 50 staff
D1 schools	All developments to have a school travel plan	All developments to have a school travel plan
D1 higher and further education	More than 20 staff but less than 2,500m ²	Equal or more than 2,500m ²
D1 museum	More than 20 staff but less than 100,000 visitors annually	Equal or more than 100,000 visitors annually
D1 places of public worship	More than 20 staff but less than 200 members/regular attendees	Equal or more than 200 members/regular attendees
D2 assembly and leisure (other than stadia)	More than 20 staff but less than 1,000m ²	Equal or more than 1,000m ²
D2 stadia	More than 20 staff but less than 1,500 seats	Equal or more than 1,500 seats

* Some boroughs may adopt local-level thresholds lower than those specified above. There may also be occasions when a travel plan is required for other reasons when development is below a borough's usual local-level thresholds (see section 3.5)

3.5 Travel plans may also be required in specific circumstances for developments below the local thresholds adopted by a borough. For example:

- Where the proposed development has the potential for significant traffic impact which requires mitigation, or accessibility issues to be addressed. This may apply particularly to mixed-use developments where each individual land use may not reach these thresholds but in combination will have a relatively significant impact, or for developments that may generate a significant number of visitor trips
- For phased developments where the initial phasing may not reach the specified threshold but future phases will reach/exceed the threshold
- For developments proposing extensions to existing sites where the extension itself does not reach the requisite threshold but where:
 - > The existing site is already at or above the threshold; or
 - > The combined existing and proposed land use meet or exceed the threshold

3.6 The travel plan developed under these circumstances should relate to the whole site. It is essential that travel plan requirements for any development are agreed with council officers at the scoping/pre-application stage (see section 3.1.5).

The form of the travel plan

3.7 Within the categories of ‘strategic-level’ and ‘local-level’ travel plans, three forms of travel plan may be required:

- A full travel plan should be prepared when:
 - > The development includes at least one land use class over the local-level or strategic-level threshold. Separate travel plans should be prepared for each land use above the threshold
 - > An individual occupier covered by a framework travel plan (see below) falls above the local-level or strategic-level threshold – separate travel plans should be prepared for each land use above the threshold

It should be noted that a residential travel plan will always be a full travel plan because the end occupiers (the residents) are always known. Details of what should be included in a full travel plan can be found in table 4.1.

- A framework travel plan – sometimes referred to as a site-wide or umbrella travel plan – should be prepared for developments comprising at least more than one land use above the local-level or strategic-level thresholds; or when outline planning permission is sought for which scheme elements are not established. These will generally be for phased developments. Framework travel plans should include:
 - > A commitment to travel plan development by individual occupiers on the site where occupiers are above the local-level or strategic-level thresholds set out in table 2.1. As each occupier above the thresholds in table 3.1 is confirmed, they will need to submit a full travel plan for their organisation that is in accordance with the framework travel plan
 - > Baseline travel patterns
 - > Measures to be delivered site-wide, and responsibilities for the delivery and funding of these
 - > Future actions for travel plan development and refinement
 - > Final or preliminary targets, each with appropriate timescales
- A travel plan statement of commitment

should be prepared for individual occupiers covered by a framework travel plan that fall below the local-level threshold (see newwaytoplan.tfl.gov.uk website for an example of a statement of commitment)

Occupier¹² known or unknown

3.8 Where the type of occupier (resident, employee etc) is known at pre-application stage, it is possible for the travel plan to include specific objectives, targets and measures as well as more detail about current travel behaviour and modal split¹³. Travel surveys of existing site users, or surveys from a similar site, should be provided and used as a basis for target setting.

3.9 However, if during the planning phase eg prior to determination of the planning application (see table 3.2), a developer is unsure of the ultimate occupier of the development and it is believed by all parties (eg the local authority and developer), that this will have a significant effect on the travel plan's targets and timings, a full travel plan should be submitted but some detail may be considered 'interim'. The information will be considered interim until such time

as the detail is known, or one month after the baseline survey is completed following occupation, whichever is sooner. Estimates for the following items must be included in the full travel plan, but remain interim until they are finalised with the local authority at a later stage:

- Baseline travel patterns
- Targets for modal shift
- Detail on the exact package of measures to be delivered. It will be possible to identify a number of measures which will need to be incorporated into the design of the development regardless of the end occupier, but a small number of measures that are dependent on delivery by the occupier will remain interim, for example, those related to organisational policy such as flexible working policies can be clarified once the occupier is known
- Specific timings such as construction completion, phasing and/or occupation that may delay implementation of packages

3.10 Interim elements of a travel plan must be updated with actual data from the site users within one month of the baseline survey

(additional information is available in table 4.1), and agreed with the planning authority. Undertaking a baseline travel survey of site users will be an important part of converting from a full travel plan with interim elements, to a full travel plan.

Mixed-use and multi-occupant developments

3.11 Where individual land use elements on the site are above the strategic-level travel plan thresholds in table 3.1, full travel plans for those units should be prepared in line with the framework travel plan and agreed with the borough, before the lease is signed or ownership is confirmed if the site is sold. This commitment should be included in the framework travel plan.

12 'Occupier' refers to the organisation(s) that will ultimately be occupying the building.

13 Modal split refers to the proportion of site users travelling by different forms of transport.



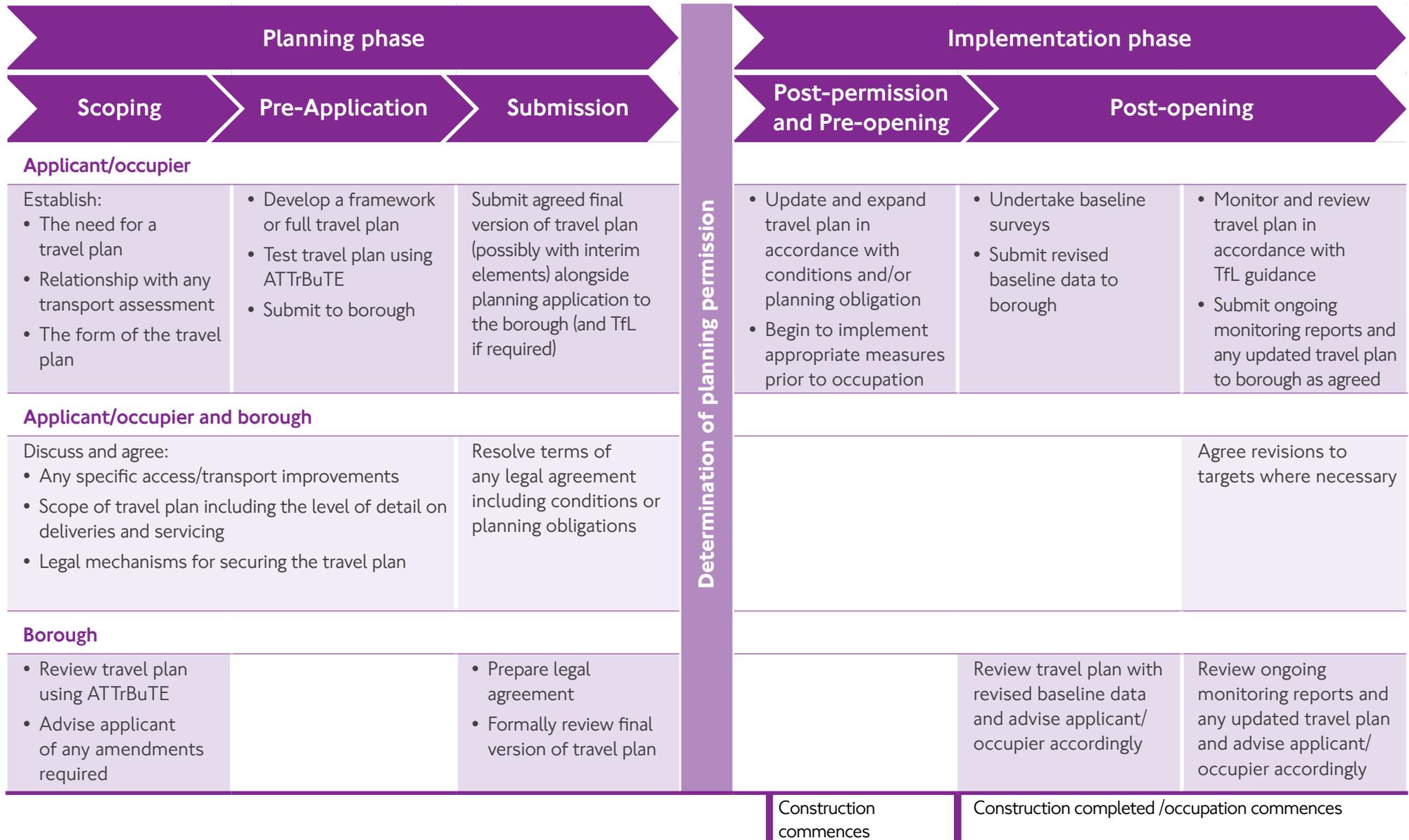
Multiple occupant buildings

- 3.12 In some cases, for example office developments, there may be several occupiers within one building. At the pre-application stage, a single, framework travel plan should be prepared for the building.
- 3.13 When the occupiers that are above the local-level or strategic-level thresholds in table 3.1 are known, they should develop their own travel plans based on the framework travel plan produced for the building. Individual occupier plans must demonstrate commitment to implementing measures in the (building) framework travel plan. They should also make other measures and incentives available such as season ticket loans that are within the influence of the occupier but not necessarily the developer at pre-application stage. These individual travel plans must be developed before occupation.

Travel plan preparation and the planning process

- 3.14 The process and stages for securing, preparing and implementing development-related travel plans are summarised below. Scoping, pre-application and submission represent the planning phase, while post permission/pre-opening and post opening represent the implementation phase.

Table 3.2 The process for travel plan development



4 Travel plan content

4.1 The overarching purpose of any travel plan should be to influence behaviour change towards sustainable modes of travel, deliveries and servicing. This is critical for new developments in order to facilitate the use of sustainable modes among site users from the outset. When preparing and securing travel plans, authors and local authority officers should consider the overarching purpose of the travel plan and ensure that the document contributes to achieving the behaviour change outcomes.

4.2 When developing travel plans, authors should make use of data from TRAVL comparable sites, census data and references from the borough Local Implementation Plan, especially when developing appropriate objectives and targets. Understanding opportunities presented by the unique conditions of a site and using knowledge of what has (and has not) worked at other comparable sites with travel plans, can also help in identifying measures and ensuring an effective plan.

4.3 The following should be seen as the essential elements around which the travel plan is constructed:

- Objectives – the key goals that the travel plan seeks to achieve
- Targets – a means of measuring the achievement of objectives
- Measures – the initiatives that will be introduced to achieve the targets set. This should also include remedial measures and actions that will be taken if the travel plan targets are not met
- Management – it is essential that there is an individual identified to oversee implementation, monitoring and review of the travel plan. Adequate resourcing should be made with an appropriate amount of the individual's time allocated
- Action plan – a programme for delivering the measures and a means of communicating the above to site users, including identification of who will oversee delivery of the travel plan
- Securing – it is important that the travel plan is effectively secured through legal mechanisms
- Monitoring and review – must be undertaken to ensure the travel plan achieves the targets it set out to achieve

4.4 All travel plans should be prepared in accordance with the ATTrBuTE assessment criteria. For ease of both writing and assessment, it is recommended that the structure of the travel plan follows the same order of questions within ATTrBuTE. A typical structure of a travel plan that incorporates delivery and servicing, based on the order of questions in ATTrBuTE, is provided below.



Table 4.1 Travel plan suggested content

1. Cover page

- Development name (if known), or site name and occupier name (if known)
- Indication of the level (strategic/local) and form (full/framework) of the travel plan
- Full address of the development
- Contact details for the person responsible for preparing the travel plan

2. Context

- Brief description of the nature and context of the proposed development
- Key parameters by land use class eg number of units, floor area, number of cycle and car parking spaces etc
- Details of associated travel including number of staff expected on site, numbers of visitors, residents and key details about delivery and servicing activity
- The scope of the travel plan eg employees, visitors, those making deliveries and servicing the site
- Benefits of a travel plan for the site – including benefits of managing deliveries and servicing
- Outline timescales for occupation and details of any phasing of development, if appropriate
- A statement of case, showing that the developer recognises the value of sustainable transport (including management of deliveries and servicing)
- Provide an overview of the structure of the travel plan document

3. Policy and best practice

- National policy eg PPG13
- Regional policy eg London Plan, MTS, London Freight Plan, Electric Vehicle Delivery Plan
- Local policy such as reference to borough-specific documents such as the Local Implementation Plan and relevant documents from the LDF (or Unitary Development Plan (UDP))
- Refer to DfT best practice guidance and TfL's travel plan guidance

4. Site assessment

- Location of the development including boundaries and access points for all transport modes including delivery/servicing access points
- Key infrastructure which will be delivered in the surrounding area as part of the development
- Include maps and site plans where useful
- Pedestrian and cycling access points and routes to the site, to local transport and other amenities
- Details of Pedestrian Environmental Review audit results (where applicable)
- Quality and availability of infrastructure around the site – consider how amenable local roads are to walking and cycling
- Details of infrastructure to be introduced as part of the development eg cycle and pedestrian routes, cycle parking
- Organisational policies and other initiatives that will influence active travel and public transport use eg tax-free cycle purchase schemes, cycle training, season ticket loans etc
- Car-related initiatives in place eg car park management policies, car clubs in the local area, car sharing, pool cars etc

- Public transport facilities and services including routes, hours of operation and service frequency
- Quality of stops and stations including lighting, cleanliness, cover, realtime information etc
- Site design and operational considerations in respect to deliveries and servicing including:
 - > The type of vehicles (including their dimensions – weight, height, length) accessing the development
 - > Access routes for delivery and servicing vehicles to/from the site (including access to residential properties)
 - > On-site locations of where deliveries and servicing will take place
 - > If no on-site loading provision is provided, off-site loading should be described including the location, proximity to the site and the hours of operation
 - > Locations of bin stores and collection points on site
 - > Swept path analyses of delivery and servicing vehicles accessing the site and delivery and servicing areas
 - > Other design factors including security, noise abatement and any special delivery or goods handling arrangements eg cash movements
 - > Frequency and times of deliveries/servicing
 - > Process for storing, segregating and removing waste
 - > Management of deliveries and servicing with particular emphasis on safe processes and procedures
- Initiatives/work practices that reduce the need to travel or encourage sustainable travel eg home working, teleconferencing, flexi-working, sustainable business policy
- Amenities/facilities in the surrounding area that can be reached by walking/cycling, reducing the need to travel by car eg at lunchtime
- Provision for disabled site users

5. Travel survey

- > Details of iTRACE (TRAVL where applicable) compliant surveys undertaken (including method, date, response rate and key findings)
- > If not yet undertaken, details as to when surveys will be undertaken (usually within six months of occupation or at 75 per cent occupancy)
- > Baseline travel data based on travel survey data if there are existing site users or (where there are no existing site users) on the transport assessment or comparator data drawn from TRAVL, TRICS¹⁴ or census data
- > Baseline delivery and servicing related trip data based on TRAVL/ TRICS (where there are no existing deliveries/servicing trips made to the site)

6. Objectives

- Encourage sustainable movement of people and goods to and from the site
- Cover a range of outcomes eg environmental, health etc
- Relevant to desired policy outcomes within:
 - > The respective borough's transport and spatial development strategies (eg Local Implementation Plan, LDF, any relevant Development Plan documents and/or supplementary planning documents)
 - > The London Plan and MTS
- Relevant and linked to the specific context of the site

¹⁴ TRICS is a UK-wide database system that allows its users to establish potential levels of trip generation for a wide range of development and location scenarios. The database is used in transport assessments and travel plans to provide indicative trip data for developments yet to be constructed. Please note UK-wide parking information available on TRICS is not usually appropriate for London so should only be used where no suitable TRAVL data is available.

7. Targets

- Should be SMART, specific, measurable, attainable, realistic and time-bound, and should link to the objectives of the travel plan
- Should enable measurement of success in achieving objectives of the travel plan
- Enable enforcement
- A (minimum) five-year time frame, with interim targets at year three of implementation (year one, three and five targets are required as a minimum. For larger developments, an extended monitoring period may be required and targets may need to be set beyond five years)

8. Travel plan management

- Identify a travel plan coordinator including their name where possible. In the absence of this, a nominated point of contact should be provided
- Clear roles and responsibilities (which may include management of deliveries and servicing, provision of personal travel planning advice, preparation and distribution of welcome packs, travel plan monitoring etc)
- Identify any other individuals involved in managing all initiatives (including deliveries and servicing)
- Identify how much time will be dedicated by the coordinator to the travel plan
- Clear marketing activities and who will carry these out

9. Measures

- Clearly contribute to achieving the targets and meeting the objectives of the travel plan and are specific to the site
- Take account of future propensity for walking and cycling (active travel)
- Physical and infrastructure provision eg secure bike parking, showering and changing facilities, safe and accessible routes
- Consider organisational and other policies that encourage walking and cycling eg cycle mileage for business travel
- Initiatives encouraging use of public transport (bus, light rail, National Rail and Underground) for example season cards/fares
- If appropriate, discuss initiatives in advance with TfL
- Details of how parking will be managed and restrained eg permits or charge
- Disability Discrimination Act compliant minimum of one disabled parking bay and how this will be enforced
- Car sharing, car clubs, cycle clubs and cycle vouchers and provision of electric vehicle charge points where appropriate
- Working practices which reduce the need to travel including home working, teleworking etc or an appropriate business travel policy
- **Managing deliveries through:**
 - > Provision of safe and legal loading facilities
 - > Use of vehicle booking systems
 - > Methods to inform suppliers of delivery location eg maps
 - > Scheduling deliveries outside of peak hours
 - > Maximising out of hours deliveries

- **Supply chain operations**

- > Review and plan delivery, servicing and collection frequencies to reduce trips
- > Waste management and how different waste streams will be handled and collected
- > Co-operative working with other building tenants eg preferred suppliers
- > Policy to promote more sustainable deliveries by couriers

- **Procurement processes**

- > Use of operators who can demonstrate best practice such as those within the FORS or equivalent scheme

10. Monitoring and review

- Clear monitoring programme detailing what and how frequently surveys will be undertaken, by whom, and how they will be reported. This should include monitoring of delivery and servicing targets
- Whether iTRACE compliant or TRAVL surveys will be undertaken
- Year one (baseline), three and five monitoring periods

11. Action plan

- Include short/medium/long-term actions and timescales and responsibilities
- Concise and focused on delivery and implementation of the travel plan
- All measures/initiatives to be introduced should be summarised, including marketing activities and those relating to monitoring

12. Securing and enforcement (see section 7 of this guide for further detail)

- Measures in place to ensure the travel plan is implemented effectively eg sanctions, S106 Agreement etc
- Relevant excerpts from the S106 agreement or planning conditions and how the travel plan is consistent with them

13. Travel plan funding

How the travel plan will be funded:

- A budget for each element of travel plan delivery including marketing and measures
- How the travel plan coordinator and the monitoring programme will be funded

14. Appendices

- A completed iTRACE pro-forma included as an appendix (see new way to plan website for the iTRACE pro-forma)

ATTrBuTE

- 4.5 ATTrBuTE is an online travel plan assessment tool for London (available free at www.attrbute.org.uk) which aims to:
- Improve the overall quality of development-related travel plans being submitted to local authorities. It does this by setting out criteria that should be considered during development of the plan, thus providing a framework for travel plan preparation
 - Provide consistency to the way travel plans are assessed by local authorities as part of the planning process
- 4.6 ATTrBuTE comprises a series of questions designed to test the extent to which a travel plan has been prepared in accordance with national and regional guidance and best practice. Users of ATTrBuTE are required to input responses to a number of key questions which in turn generate the questions/criteria relevant to the type of development to which the travel plan relates.
- 4.7 ATTrBuTE should be used by local authority officers assessing a travel plan to check that the travel plan meets the requirements for their approval.
- 4.8 ATTrBuTE should also be used by travel plan authors (developers and consultants)

to check that the travel plan meets the requirements prior to submitting the travel plan to the local authority for assessment.

- 4.9 It should be noted that ATTrBuTE scores only the content of the travel plan, to ensure that it contains all the relevant information. The quality of the submission in terms of its relevance to the local area and transport mitigation measures is not evaluated through ATTrBuTE. Similarly, ATTrBuTE cannot be used to predict the outcome of a travel plan in terms of whether proposed measures will achieve the targets set in the plan. These aspects of travel plan assessment will need to be undertaken by the local planning officer. Therefore, a pass score on ATTrBuTE does not guarantee the travel plan will be acceptable to the local authority.
- 4.10 The final page of the ATTrBuTE assessment gives a score for the plan; if the score passes ATTrBuTE and includes all essential criteria, the travel plan meets the requirements as set out in this guidance.

Charging for assessing the travel plan

- 4.11 A local authority may choose to charge for assessing the travel plan. For example, £1,000 has been set as an assessment fee by one borough in Outer London. (More detail is available on the new way to plan website newwaytoplan.tfl.gov.uk/)

The relationship between the travel plan and transport assessment

- 4.12 A travel plan should be developed in conjunction with a transport assessment. A transport assessment is a statutory document that accompanies a planning application and identifies any significant effects on highway and public transport networks including walking and cycling. The transport assessment should consider the phases of the development and construction. This may be supported by a CLP and/or a Site Waste Management Plan to address deliveries and servicing impacts during the design and build stages of the development.
- 4.13 The transport assessment provides the detail of the transport conditions and likely impact of development while the travel plan is the long-term strategy to mitigate any adverse impacts and maximise the potential for achieving sustainable travel behaviour.

4.14 The transport assessment should identify what mitigation measures may be required to deal with the predicted transport impacts and how improvements in accessibility and safety, especially for pedestrians, cyclists and public transport users will be made. The transport assessment will inform both the final design of the development and where applicable the travel plan, and will identify how the travel plan can help address the impact of the proposed development through the promotion of sustainable transport.

4.15 The transport assessment and the travel plan (incorporating deliveries and servicing) should be developed in parallel to ensure the local planning authority is satisfied that the travel plan measures and mechanisms will achieve the necessary mitigation. It is also important that the travel plan targets relate back to information provided within the transport assessment. Relevant development management and transport planning officers should scope out and discuss transport assessment and travel plan-related issues during pre-application discussions, including deliveries and servicing.

4.16 An overview of the content of a transport assessment and its overlap with the travel plan is provided on the new way to plan website (newwaytoplan.tfl.gov.uk/).

Travel plan targets

4.17 The objectives and targets set out in the travel plan should be based on trip rates and modal splits agreed in the transport assessment. They should include targets to reduce single occupancy vehicle trips but should also consider and relate to targets specified in the MTS eg to reduce CO₂ emissions and increase cycling. In addition they should support objectives set out in a borough's local policy documents.

4.18 For example, if the aim is to:

- Reduce car use, a target for reducing single occupancy vehicles (SOV) will be appropriate
- Promote healthy travel, targets to increase walking and cycling should be set (in preference to public transport, especially in Inner/central London where over capacity is an issue)
- Reduce peak-time deliveries, a target for the numbers of deliveries in a clearly-defined peak hour(s) should be specified
- Reduce CO₂ emissions, a target for the

percentage of delivery companies who are members of FORS or a target for a specific percentage of 'green' vehicles should be set

Travel plan measures

4.19 There is a significant amount of information and guidance available on travel plan measures. Land use summary sheets and other information is available on the new way to plan website (newwaytoplan.tfl.gov.uk/) to assist in identifying which measures might be appropriate for different land uses.



5 Securing travel plans

- 5.1 Travel plans may be secured either by way of planning conditions or obligations.

Planning conditions

- 5.2 Local planning authorities (LPAs) have wide powers to impose conditions on the grant of planning permission. Government guidance states that conditions can enhance the quality of a development and allow a proposal to proceed where it might otherwise have been necessary to refuse permission.
- 5.3 In line with guidance, conditions are required to be: necessary; relevant to planning; relevant to the development to be permitted; enforceable; precise; and reasonable in all other respects. Planning conditions should accord with national and local planning policy.
- 5.4 Planning conditions can have the advantage of being simple and straightforward to use. However, they can be rigid, limited in scope and cannot, for example, be used to secure payment of monies.

Planning obligations

- 5.5 A planning obligation is a legal document, executed as a deed, made pursuant to Section 106 of the Town and Country Planning Act 1990. It can take the form of an agreement (usually between the LPA and

the developer) or it can be given unilaterally by the developer to the LPA. It is generally preferable for an obligation to be secured by agreement because the content of a unilateral undertaking is limited to covenants given by the developer only.

- 5.6 A planning obligation is a means of securing the implementation of a planning policy in order to make acceptable a development proposal that would otherwise be unacceptable in planning terms. If a development creates a need for a benefit/mitigation that cannot be secured by a planning condition, then it is appropriate to use an obligation to meet this need.
- 5.7 Planning obligations run with the land and are enforceable against the original covenantor and anyone subsequently acquiring an interest in the land. A planning obligation can be used to:
- Restrict the development or use of the land in a specified way
 - Require specified operations or activities to be carried out on the land
 - Require the land to be used in a specified way
 - Require money to be paid to the LPA on a specified date or periodically

Using conditions and obligations to secure travel plans

- 5.8 The general principle in planning (as set out in Office of the Deputy Prime Minister Circular 11/95) is that where it is possible to overcome a planning objection to a development proposal equally well by imposing a planning condition or negotiating a planning obligation, a condition should be imposed rather than a planning obligation. This is largely because it is possible to appeal against the imposition of, or apply for the removal of, a condition whereas this is not the case with planning obligations.
- 5.9 Whether a condition or an obligation is used to secure the travel plan will depend on the location, type and scale of development and the planning or transportation context.
- 5.10 The use of planning conditions to secure a travel plan is generally only appropriate in limited circumstances for example where the development is small scale, or the transport implications are not substantial and where the contents of the travel plan itself are straightforward and agreed. Conditions are not generally appropriate for securing strategic-level or framework travel plans. Suggested forms of wording for planning conditions are provided on TfL's new way to plan website (newwaytoplan.tfl.gov.uk/).

5.11 In contrast, a planning obligation is often the most appropriate mechanism for securing an effective travel plan. This is because obligations:

- Allow for a greater level of detail to be agreed than could reasonably be achieved by a planning condition
- Are the only mechanism which enables financial contributions to be secured such as contributions towards travel plan assessment/monitoring
- Support more effectively the need to secure specific outcomes and targets

5.12 The substance of the obligation (whether unilateral or by agreement) is negotiated prior to the determination of a planning application, with proposed heads of terms usually being submitted by the developer at the application stage. The planning obligation is required to be signed by the parties (or just the developer if unilateral) as a deed before the related planning permission can be issued

5.13 LPAs can help to make the process of developing and agreeing planning obligations as smooth and efficient as possible by ensuring the following:

- Entry into discussion with all stakeholders as early as possible
- A single point of contact within the LPA

- Agreement as to the overall approach to be taken by the LPA with the other key stakeholders such as TfL
- A clear statement of the agreed process in published information and policy, including any Supplementary Planning Document prepared by the LPA
- Publication of 'model' wording for planning conditions and obligations

5.14 The following aspects of a travel plan can be secured by a planning obligation:

- A timetable for the preparation, implementation, monitoring and review of all stages of the travel plan
- The appointment and funding of a travel plan coordinator to oversee the travel plan (including delivery and servicing aspects)
- Provision of transport infrastructure or services, or contributions with respect to their provision, appropriate to the size and location of the development
- Parking controls and management
- Contributions towards other measures such as car and cycle clubs
- Targets
- Details of the travel planning requirements for occupiers and future occupiers
- A monitoring and review programme, detailing the survey methods to be used

and who is responsible for funding the surveys, undertaking and reporting results

5.15 All strategic-level travel plans must be secured through Section 106 and as a preference all local-level travel plans should also be secured through a Section 106 Agreement rather than by condition.

5.16 Examples of wording for planning obligations are provided on the new way to plan website (newwaytoplan.tfl.gov.uk/). Further examples are provided in Appendix C of the DfT's Good Practice Guidelines: Delivering Travel Plans through the Planning Process.

6 Implementation and management

- 6.1 Developers must recognise travel planning as an ongoing process that can enhance a development and its place within the local area. This can be achieved by improving a site's accessibility for both people and goods/services, assisting in congestion reduction, providing opportunities for greater social inclusion, building community links and making the site more attractive to users.
- 6.2 This section considers implementation of the travel plan (including measures for managing servicing and deliveries) and responsibilities for managing the plan.

Demonstrating commitment to the travel plan

- 6.3 Successful implementation of the travel plan is in part related to the commitment by the applicant to the process. Evidence of commitment can be demonstrated in the following ways:
- Delivering a travel plan in accordance with this guidance
 - Leading by example
 - Providing a funding stream
- 6.4 Implementation of the travel plan will necessitate some financial costs which may be borne by the occupying organisation and/or developer, depending on the strategy set

out within the document submitted to the local authority.

- 6.5 It is important that discussions about securing the funding stream for implementation of the travel plan occur in the early stages of the development process and that this is secured through a planning obligation. It is recommended that an estimated budget is also developed which sets out the costs of travel plan implementation.

Travel plan coordinator

- 6.6 An individual must be appointed to take on the responsibility for the travel plan including implementation, monitoring and progress reporting. This role is frequently referred to as the travel plan coordinator and this person will be the main contact for the travel plan.
- 6.7 The travel plan coordinator should ideally have knowledge and experience of sustainable travel initiatives. In some cases a consultancy may be commissioned to undertake this role, particularly during the construction stage of a mixed-use development. In any case it is important to remember that there must still be a nominated individual that is recognised by all parties involved in the process.

- 6.8 The contact details of the coordinator should be included in the travel plan regardless of the form of the travel plan and should be made known to the local planning authority (and TfL in referred applications). This requirement also applies to sites where there will be more than one unit and/or multiple site occupiers.

- 6.9 The amount of time that the individual will spend on the travel plan will depend on the size of the development. For example, it may be possible for the individual to undertake the role on a part-time basis alongside other duties within the developer or occupying organisation. However, in circumstances where the development is fairly large and/or employs a significant number of employees, it may be necessary for the individual to be employed on a full-time basis.

- 6.10 The travel plan should describe how implementation of the plan will be managed and provide full details of the approach to travel plan coordination.

- 6.11 Where the owner or occupier of a development changes, the requirement for the travel plan to be implemented and maintained is passed to successors in title.

Partnerships – joining up for success

6.12 Travel plans need partnerships for success. The organisation and/or developer will need to work with a number of partners during the implementation process. It is expected that all partners will make an active contribution to the process.

6.13 The travel plan coordinator will be a central figure in establishing partnerships and maintaining links and lines of communication. Examples of common partnerships include:

- Applicant and the London borough (and TfL where appropriate) – it is imperative that the applicant works with the relevant borough in delivering the travel plan and that the delivery and servicing elements included within it. For its part, the borough (and TfL) may provide support in the form of advice and available resources (where appropriate and at its discretion)
- Applicant and TfL – this is essential for discussion about appropriate public transport improvements

- Applicant/developer and occupying organisation(s) – on larger developments where there is an overall applicant/ developer and a number of occupiers, the applicant/developer must make occupiers aware of their responsibilities to the travel plan at the outset
- Occupying organisation and staff – the relationship of the travel plan management team to employees in the organisation is very important. Involvement of staff in the process from an early stage is beneficial
- Applicant and suppliers – it is important that suppliers are aware of initiatives included in the travel plan which relate to sustainable deliveries and servicing
- Freight Quality Partnerships (FQPs) – are voluntary partnerships that provide a framework for people to work together to develop localised solutions for freight transport issues. FQP members come from a wide variety of backgrounds and represent a range of interests including the freight industry, freight customers, Local authorities, and a range of lobbyists including trade associations

6.14 Organisations may also find some form of networking beneficial to obtain information and support eg the new way to plan website (newwaytoplan.tfl.gov.uk/). Alternatively, transport management associations¹⁵ provide a more formal approach which benefits the development of area-wide travel planning.



15 A transport management association is a non-profit, member-controlled organisation that provides transportation services in a particular area eg a business park or industrial area.

7 Monitoring and enforcement

7.1 All development-related travel plans in London should undertake monitoring surveys in accordance with TfL's 'standardised approach to monitoring'. A standardised approach is essential in order to ensure the collection of consistent and robust data which will itself enable borough officers, TfL (when invited to assist by the boroughs) and developers/applicants/occupiers to:

- Monitor progress in achieving a travel plan's specific, measurable, attainable, realistic, time-bound targets – and identify refinements to be made to the plan if it is not on course for achieving what it set out to
- Assess the effectiveness of travel plans and specific measures implemented as part of a travel plan for encouraging sustainable travel

The collection of robust data as part of the travel plan process can also bring wider benefits. Travel plan monitoring can provide the local authority with data to inform their annual monitoring reports¹⁶ and to assist in monitoring borough-wide progress in achieving local objectives such as environmental targets.

7.2 All strategic travel plans in London must be TRAVL compliant (see paragraph 7.20) while it is recommended that London borough's require iTRACE compliant local-level travel plans. The meaning of 'iTRACE compliancy' and 'TRAVL compliancy' is set out below.

iTRACE

7.3 iTRACE is an online tool that supports the development and monitoring of travel plans in London. It comprises two key elements:

- A range of tools including online site audits, online/paper-based employee travel surveys and travel plan templates which organisations may use to develop their travel plan. Use of these tools is not a mandatory requirement to achieve iTRACE compliancy – although their use would help ensure iTRACE compliancy
- A travel plan Project Management Application for use by London borough travel plan officers. This facility enables a range of key data related to individual sites with workplace travel plans (both development-related and voluntary) to be input into the iTRACE database by borough officers. In turn, this enables

officers to monitor and keep track of the number, status and effectiveness of travel plans in their borough.

7.4 Information held by iTRACE for an individual travel plan site includes:

- Site contact details and address
- Business activity/land use type
- Site description – including size of development
- Planning related information such as financial contributions and Section 106/278¹⁷ details – including any legal requirement for a travel plan
- Planning status of the site
- Baseline mode split information (results from an iTRACE or TRAVL compliant survey)
- Travel plan targets – and progress towards achieving these (mode split results from iTRACE/TRAVL compliant monitoring surveys are input by officers or the occupier as they become available)
- Key measures/infrastructure in place on the site
- Dates upon which monitoring surveys and travel plan reviews are due. iTRACE facilitates generation of automatic reminders at key milestones such as when surveys are required

¹⁶ Annual monitoring reports are produced by local authorities and provide information on progress with the LDF and on the effectiveness of LDF/Unitary Development Plan policies during the past financial year including monitoring of sustainability appraisal indicators

¹⁷ Section 278 – where a development requires works to be carried out on the existing adopted highway, an agreement will need to be completed between the developer and the local authority under Section 278 of the Highways Act 1980

- 7.5 The standard suite of reports available to borough officers includes a number of workplace reports which cover a variety of topics from project management aspects eg ‘inspections due’, to performance monitoring aspects such as modal shift achievements.
- 7.6 ‘iTRACE compliancy’ means that the following activities must be undertaken as part of a travel plan:
- An iTRACE compliant baseline survey – this enables modal split to be established prior to implementation of the travel plan
 - Periodic iTRACE compliant ‘monitoring’ surveys – this enables modal shift to be identified
- 7.7 The iTRACE standard travel survey (available at: london.itrace.org.uk) can be used when developing a travel plan for a new development if considered appropriate. However, an organisation may wish to develop its own tailored questionnaire to meet the specific requirements of its site. This is acceptable but it is essential that ‘main mode’ data is collected in the following way to ensure ‘iTRACE compliancy’:
- i. The main mode of travel must be based on the mode that the respondent uses for the longest distance on any journey leg. Modes should align with the standard iTRACE definitions, namely:
 - > Walk
 - > Cycle
 - > Underground
 - > Train
 - > Bike-train
 - > Bus
 - > DLR
 - > Tram
 - > Car share as driver
 - > Car share as passenger
 - > Drive a car alone
 - > Taxi
 - > Riverboat
 - > Park and ride bus
 - > HGV
 - > LGV
 - > Other (please specify)
 - ii. While respondents may be asked to provide information for all legs of their journey, and to record time spent travelling on each leg (as with the standard iTRACE online survey form), this is not a pre-requisite to ensure compliancy. The following question would, for example, still be iTRACE compliant:
 - iii. ‘What is your usual main mode of travel to/from work? Main mode means the mode you travel furthest on for your journey’. The iTRACE mode options would then be listed here...
 - iv. This ‘main mode’ question should be used to identify mode split, which in turn will form the base against which targets will be set. As a minimum, a target for reducing the proportion of trips by car driver alone should be specified although organisations can specify additional targets.
 - v. In certain circumstances, a borough may also require organisations to monitor the absolute number of vehicles parking/accessing/exiting a development site. In these cases, this should be made explicit to the developer/applicant during discussions about the scope of the travel plan, and the method for undertaking the survey should be agreed
- 7.8 Asking the main mode question in this specific way is the only pre-requisite to ensure ‘iTRACE compliancy’. However, to ensure an organisation is developing a travel plan in line with best practice, the local authority will also expect to see a range of other data and information as part of the

baseline travel survey. Other data collected might include:

- Personal information such as home postcode, job type, nature of work and working hours
- Reasons for choice of travel mode
- Attitudinal information about measures which are likely to encourage a switch to sustainable alternatives
- The amount of business travel undertaken during the working day and opportunities for switching to alternatives

7.9 Surveys may be undertaken online or via hard copy, whichever is considered to be most appropriate for the nature of the organisation to ensure a good and representative response. Organisations should aim to achieve a response rate of at least 30 per cent for baseline surveys, or at least be able to provide assurance to the local authority that the sample is representative if this response rate is not achieved.

Deliveries and servicing

- 7.10 Monitoring of deliveries and servicing aspects is not currently possible as part of iTRACE. Therefore, consideration should be given to how the effectiveness of initiatives to encourage sustainable deliveries and servicing will be monitored. For example the following could be monitored:
- Number of delivery and servicing vehicles arriving/departing during peak hours. It is important that the peak hour(s) is specified, and that it is clear what the monitoring period will be, for example, arrivals/departures over the course of one day, one week or one month
 - Number of delivery and servicing vehicles arriving daily through the course of a week/month – broken down by deliveries and servicing type, for example, courier, waste collection
 - Number of suppliers that are FORS registered or similar
 - Origins and onward destinations of trips to consider better integration of supply chains and to maximise the use of any consolidation facilities

Other surveys

- 7.11 Visitor surveys are not a pre-requisite of iTRACE compliancy although a local authority may request these in cases where there are a significant number of visitors to a site. Where visitor surveys are required, these should again be iTRACE compliant with the question relating to the main mode of travel to the site asked in a similar way to the employee survey.

At what point should an iTRACE compliant survey be undertaken?

- 7.12 For developments where the end occupier is known at application stage, iTRACE compliant surveys should be undertaken where possible (eg where a workforce from the same company exists at a different site) to inform the travel plan to be submitted as part of the planning application. A follow-up survey should subsequently be undertaken one year after occupation, and again at years three and five. Surveys should ideally be undertaken at a similar time each year and in a neutral month for example September, October, March or April.
- 7.13 For developments where the end occupier is unknown, iTRACE compliant surveys to inform the travel plan should be undertaken post occupation – generally within six

months of occupation. The local authority should specify exactly when the survey is required in the associated S106 Agreement. A follow-up survey should subsequently be undertaken at years three and five.

- 7.14 In both of the cases above, boroughs may request a longer period of monitoring, for example, 10 years if they consider that there may be significant traffic impacts associated with the development or if the development is to be phased over a number of years. In cases where a site is being developed in phases, the year one survey should occur at a time when a significant proportion of the site is occupied and the trigger point should be agreed with the local authority and specified in the travel plan.
- 7.15 After the initial monitoring period specified in the S106 Agreement, organisations should be encouraged to continue monitoring on a voluntary basis every two years thereafter.

TRAVL: The background

- 7.16 The TRAVL database holds multi-modal, origin-destination survey data collected at a range of sites in London. The database holds information about absolute numbers of vehicles/people entering and exiting a site on a particular day, as well as the proportions of people travelling by different modes.
- 7.17 TRAVL allows users to select and retrieve survey data recorded at comparative sites, and then to use this data to predict the number of trips that will be generated by a particular development proposal. This information is subsequently used to inform transport assessments.
- 7.18 The TRAVL database holds a range of information including:
- Descriptive information about the site (size, public transport accessibility level (PTAL), number of parking spaces etc
 - Daily trip counts/rates by journey purpose, for example, staff, visitor etc
 - Mode split by journey purpose
 - Distribution of trips by time
 - Delivery information by vehicle type
 - Parking accumulation
 - Duration/location of freight loading/unloading

- Origin/destination information (including illustrative GIS mapping of data)
- Key information about the travel plan such as whether the site has a travel plan coordinator, measures in place such as whether the site has a car share scheme, car park management/parking permits, flexible working etc

- 7.19 Inclusion of travel plan information in TRAVL will enable transport assessments to incorporate more accurate predictions as to the impact that a travel plan may have on trip generation when introduced as part of a development proposal – with consideration of the specific travel plan measures introduced at the development site and the precise nature of the site for example land use, accessibility etc.
- 7.20 TRAVL surveys are generally appropriate for larger and/or more complex sites or other sites where the borough considers that the absolute numbers of vehicles coming on to a site may be as important as the mode split proportions.

Specifying the need for iTRACE and/or TRAVL compliancy

- 7.21 All strategic-level travel plans should be monitored using TRAVL while local-level travel plans can be monitored using an iTRACE compliant survey. It should be noted however, that when financial penalties are secured through S106 Agreements for non-achievement of targets, it is likely that the local authority will want performance to be monitored using an independent field company and may therefore require TRAVL surveys.
- 7.22 It should be made clear to developers whether there is a need for monitoring to be iTRACE or TRAVL compliant. This should be specified in the S106 Agreement associated with the travel plan.
- 7.23 In the case of iTRACE compliant surveys self-completion surveys can be undertaken.
- 7.24 There are two options as to how the requirement for undertaking monitoring surveys can be managed:
- The organisation/developer commissions the surveys when they are due. The company undertaking the surveys informs the borough that they are carrying out the monitoring, and provides the results to the borough following data collection.

If the organisation/developer fails to commission the surveys when they are due, the council will commission the surveys and recover the cost from the organisation/developer. This can be written into the planning obligation

- An agreed monitoring fee is secured through the planning obligation and paid prior to occupation. The borough then uses the fee to commission surveys as and when these are due

Securing funding for monitoring travel plans

- 7.25 In addition to survey fees, boroughs may secure an additional fee through the planning obligation to cover administrative costs associated with reviewing monitoring outputs. This could typically be £1,500 to £3,000, although it could vary depending upon the nature and complexity of the development and should be assessed on a site by site basis
- 7.26 Section 106 Agreements allow for the payment of money, whether as lump sums or through instalments, to the local planning authority. The DfT's 'Good Practice Guidelines: Delivering Travel Plans through the Planning Process' states that:

- The local authority can secure the contributions it needs for the monitoring process from developers in a manner that is reasonable, given the scale of the development
- Fee scales should be set out as part of the published policy documentation alongside a clear description of what the developer may expect from the local authority in terms of support, advice and review processes

7.27 In terms of the principles for establishing a scale of charges, the guidance states that:

- Fee charges should be based on the size and impact of the development. Developments can be placed in two categories, based on the level of fee required at the time the planning application is submitted to the local planning authority. Major developments that are subject to a maximum planning fee, and all other developments, which have a lower fee but, because of their transport impacts, still require a travel plan
- Fees should reflect the amount of local authority officer time required to undertake evaluation of the initial plan, assess the monitoring data and participate in consequential reviews, and discussions to agree any amendments to

the travel plan in the future

- All monitoring data must be supplied by the developer/occupier at their expense
- Travel plans should be subject to monitoring and review for the first five years at least, with monitoring requirements beyond five years agreed as part of the plan and normally required with major developments
- For some major developments it may be appropriate to agree a 15-year time period for monitoring rather than the recommended five years, in perpetuity of the scheme or in an agreed time after the development has been declared closed. This should be agreed as part of the plan on a site by site basis
- The fee structure should include an incentive for developers/occupiers to provide data to the agreed timescales, and penalties in subsequent years for failing to do so
- The fee structure should include an incentive if targets are met, for example, the monitoring fee could be reduced. This could also apply if developers initiate amendments to the plan to assist with the delivery of targets that are not being achieved



Enforcement

- 7.28 Enforcement action or instigating default mechanisms can be used to deliver specific outcomes/measures but should be seen as a last resort in the event of a failure to achieve targets. The preferred option should always be negotiation between parties to agree amendments to the travel plan as part of the review process. Nevertheless, the planning obligation should set out the default mechanisms and remedial actions that will be activated in the event of failure to deliver agreed measures and outcomes, and a subsequent failure to agree an amendment to the travel plan, so that all parties are clear on the consequences of non-compliance to the travel plan.
- 7.29 It is generally recommended that default mechanisms are tied to the failure to meet both outcome targets as well as a failure to deliver specific measures. The details of the remedial measures will depend upon the nature, scale and severity of the transport impacts if the aims and/or targets are not achieved, and sanctions and payments need to be reasonable and proportionate. There are a range of sanctions that might be used:
- Implementation of works expected to remedy the failure to achieve agreed outcomes

- Payments to the local authority to cover the costs of implementing measures, which were agreed but not implemented. This mechanism also includes payments to implement certain measures which have been identified previously in the LDF or Local Implementation Plan
- Payments to the local authority to cover the cost of taking action to deliver the agreed targets where these have not been achieved
- Limitations on the way the site can be used in the future such as partial occupation or restriction on implementation of future phases of the development authorised by the planning permission, until the agreed targets outcomes have been achieved

7.30 Examples of authorities that have used sanctions are included on the new way to plan website.

7.31 Any default mechanisms put in place must meet the requirements set out in Community Infrastructure Levy Regulations (2010) governing the use of planning obligations. In particular, it is important to emphasise that the payments identified above are not financial penalties, but are a means of addressing any shortcomings and ultimately ensuring the travel plan's success.

8 Glossary

Annual Monitoring Report	Annual Monitoring Reports are produced by local authorities and provide information on progress with the LDF and on the effectiveness of LDF/UDP policies during the past financial year.	iTRACE	'iTRACE compliancy' is the standard for travel plan monitoring in London, to ensure consistent collection of data. Information on accessing iTrace can be found at london.itrace.org.uk/Default.aspx
ATTrBuTE	ATTrBuTE is an on-line travel plan assessment tool for London which aims to ensure that travel plans are developed in accordance with best practice and can be accessed for free at attribute.org.uk/	Local Development Framework (LDF)	This is a portfolio of documents that guides development in a local planning authority area.
Construction and Logistics Plan (CLP)	Construction Logistics Plans provide a framework to manage all types of freight vehicle movement to and from construction sites.	Local-level travel plans	Smaller developments that fall below the strategic-level thresholds but which typically employ 20 or more staff must produce an ATTrBuTE compliant local-level travel plan. Boroughs may also adopt their own local-level thresholds (below those specified in this guide).
Delivery and servicing plan (DSP)	A separate yet related document Unitary Development Plan that outlines management of deliveries and servicing for a particular site.	Modal shift/mode shift	The year-on-year change in modal split.
Freight	A wide ranging term, it is referring to the physical carriage of goods by any mode. In most cases this will predominantly be road-based, encompassing a variety of services including mail and courier deliveries; the collection of waste and recycling materials; the delivery of raw materials and supplies; and the distribution of products and manufactured goods. Vehicles can range from bicycles, motorbikes and small vans through to large, multi-axle goods vehicles.	Modal split/mode split	The proportion of site users travelling by different forms of transport.
Freight Information Portal	The Freight Information Portal is an online resource that will offer freight operators all the information they need about delivering into London.	Planning condition	A condition placed on the decision notice of a planning permission by a local planning authority. Development is permitted only if these certain conditions are satisfied.
Freight Operator Recognition Scheme (FORS)	FORS is a unique, industry-led free membership (bronze, silver, gold) scheme to help van and lorry operators in the Capital to become safer, more efficient and more environmentally friendly	Planning obligation	A planning obligation (an agreement under Section 106 of the Town and Country Planning Act 1990) is a legal agreement between the planning authority and the applicant/developer and any others that may have an interest in the land, which either requires the developer to do something or restricts what can be done with land following the granting of planning permission.
		Section 106 Agreement	A planning obligation negotiated prior to the submission of the planning application.
		Single Occupancy Vehicle	A vehicle that is used by only one person (a person driving on their own with no passengers).

Standardised approach to monitoring	TfL has developed a standardised approach to travel plan monitoring in London to ensure the collection of robust data, which will enable the effectiveness of travel plans in London to be monitored. The approach draws on the use of iTRACE and TRAVL, and requires surveys to be undertaken during years one, three and five.	TRAVL	TRAVL is a recognised source of travel survey data in London. It allows users to retrieve survey data using filter options to select suitable and comparable sites for a development proposal, and then to use this data to predict the number of trips that will be generated by the development.
Strategic-level travel plan	Developments above the ‘strategic-level thresholds’ must by default submit a travel plan. Strategic-level thresholds relate to larger developments which are referred to TfL.	TRICS	TRICS is a UK-wide database system that allows its users to establish potential levels of trip generation for a wide range of development and location scenarios. The database is used in transport assessments and travel plans to provide indicative trip data for developments yet to be constructed.
Supplementary planning document	A non-compulsory planning document that adds detail to policies set out in general terms in the Development Plan Documents produced as part of the LDF.	Unitary Development Plan (UDP)	LDFs introduced as part of the Planning and Compulsory Purchase Act 2004, replace UDPs. A UDP is a statutory plan relating to the development and use of land and buildings for the whole borough, setting out policies on housing, jobs, leisure, transport, education and health.
Transport assessment	A transport assessment is a statutory document that accompanies a planning application and demonstrates how the development proposals are likely to impact on the local environment in transport terms.		
Transport Management Association	A Transport Management Association is a non-profit, member-controlled organisation that provides transportation services in a particular area, for example, a business park or industrial area.		

9 Appendix – Useful documents and websites

Key supporting information and tools

New way to plan	www.newwaytoplan.tfl.gov.uk
ATTrBuTE	www.attribute.org.uk
iTRACE	www.itrace.org.uk
TRAVL	www.travl.org.uk

National policy guidance and information

Planning Policy Guidance 13: Transport (2001)	www.communities.gov.uk
Planning Policy Statement 1: Delivering Sustainable Development (2005)	www.communities.gov.uk
Planning Policy Statement 4: Planning for Sustainable Economic Growth (2009)	www.communities.gov.uk
Delivering a Sustainable Transport System (2008)	www.dft.gov.uk
Delivering a Sustainable Transport System: The Logistics Perspective – DfT (2008)	www.dft.gov.uk
Low Carbon Transport: A Greener Future – DfT (2009)	www.dft.gov.uk
Transport Energy Best Practice: Planning for Freight on Inland Waterways – ODPM (2004)	www.britishwaterways.co.uk
The Stern Review on the Economics of Climate Change (2006)	www.webarchive.nationalarchives.gov.uk
The Eddington Transport Study (2006)	www.webarchive.nationalarchives.gov.uk
Choosing Health: Making Healthy Choices Easier (2004)	www.webarchive.nationalarchives.gov.uk

Regional policy guidance and information

The London Plan, Spatial Development Strategy for Greater London (2008)	www.london.gov.uk
The London Plan, Spatial Development Strategy for Greater London, Consultation Draft Replacement Plan (2009)	www.london.gov.uk
The MTS (2010)	www.london.gov.uk
Climate Change Action Plan (2007)	www.london.gov.uk

Delivering London's energy future: The Mayor's draft Climate Change Mitigation and Energy Strategy for public consultation (2010)	www.london.gov.uk
Clearing the Air: The Mayor's draft Air Quality Strategy for consultation with the London Assembly and functional bodies (2009)	www.london.gov.uk
London Freight Plan sustainable freight distribution: A plan for London (2007)	tfl.gov.uk
Draft Mayor's Municipal Waste Management Strategy (2010)	www.london.gov.uk
An Electric Vehicle Delivery Plan for London (2009)	www.london.gov.uk
Guidance on Developing the Second Local Implementation Plans (2010)	www.londoncouncils.gov.uk

Local policy guidance and information

Supplementary Planning Guidance/Planning Guidance documents/Local Implementation Plans	Refer to individual borough websites.
Development Planning documents	
Servicing/Waste Management Plans/Guides	
Air Quality Action Plans	

Travel planning guidance and resources

Good Practice Guide: Delivering Travel Plans through the Planning Process (2009)	www.dft.gov.uk
The Essential Guide to Travel Planning (2008)	www.dft.gov.uk
Travel plan benefits for employers: Making the human resource link (2008)	www.nbtn.org.uk
National Business Travel Network – a business to business network for sharing best practice and promoting the rationale for travel plans	www.nbtn.org.uk

Other useful supporting information

Managing Freight Effectively: Delivery and Servicing Plans (DSPs)	tfl.gov.uk
Building a better future for freight: Construction Logistics Plans (CLPs)	tfl.gov.uk
Fuel and Fleet Management Guide (2006)	tfl.gov.uk
Cycle Freight in London – A Scoping Study (2009)	tfl.gov.uk
London Rail Freight Strategy (2007)	tfl.gov.uk
London Rail Freight Strategy Planning Policy Toolkit (2007)	tfl.gov.uk

London Rail Freight Strategy Development Control Toolkit (2007)	tfl.gov.uk
London Freight Data Report (2009)	tfl.gov.uk
An Introduction to the Fleet Operator's Guides to Cleaner Vehicles	www.london.gov.uk
Kerbside Loading Guidance	tfl.gov.uk
PERS Audit	tfl.gov.uk
Freight Operator Recognition Scheme (FORS)	tfl.gov.uk
London Lorry Control Scheme	www.londonlorrycontrol.com/ tfl.gov.uk
Electronic Service Delivery for Abnormal Loads	tfl.gov.uk www.esdal.com/
Delivering Safely (Health & Safety Executive)	www.hse.gov.uk
Designing for Deliveries (Freight Transport Association)	www.shop.fta.co.uk
Freight Quality Partnerships	www.londonsfqps.co.uk tfl.gov.uk
Freight Information Portal	tfl.gov.uk
Road User Charging scheme – London Congestion Charging Zone and Low Emission Zone	tfl.gov.uk
Air Quality Management Areas	www.londonair.org.uk www.airquality.co.uk
Clear Zones Partnership	www.clearzones.org
Low Carbon Vehicle Partnership	www.lowcvp.org.uk
Freight Consolidation Centres/Urban Consolidation Centres	www.dft.gov.uk www.foulgertransport.com www.start-project.org www.centrallondonfqp.com tfl.gov.uk
Energy Saving Trust Smarter Driving Programme	www.energysavingtrust.org.uk