Technical Paper - Highways, Transport and Parking

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1 Introduction and Structure of Paper

1.0.1 This paper had been prepared to demonstrate that the Council has complied with its obligation to plan for the future highways, transport and parking needs of the borough arising from the levels of development set out in the Local Plan. The paper also sets out how policies and standards relating to highways, transport and parking have been identified and developed.

1.0.2 This paper should be read alongside supporting evidence documents which address the scale and scope of the highways and transport infrastructure required to support the Local Plan, this includes:

- Infrastructure Delivery Plan (2016-2031)
- Local Transport Plan Growth Strategy (2016)
- Local Plan - Supporting Modelling & Highway Infrastructure Plan (2016)
- Telford & Wrekin Parking Standards (2016)

1.0.3 The following sections of this paper are listed below summarises:

- **Section 2 -** National, regional and local policy context for the development of highways, transport and parking policies.
- **Section 3 -** Profiles of existing highways, transport and parking provision in the borough.
- **Section 4 -** The evidence base used to support the development of Local Plan policies.
- **Section 5 -** Council activity in relation to Duty to Cooperate and wider engagement with stakeholders throughout the development of the Local Plan.
- **Section 6 -** Key highways, transport and parking.
- **Section 7 -** The rationale supporting the inclusion of Local Plan policies and parking standards.

2 National, Regional and Local Policy Context

National Planning Policy Framework (NPPF)

2.0.1 The Local Plan must be in conformity with the NPPF. The NPPF places great emphasis on the planning system pro-actively driving and supporting sustainable development to deliver the homes, jobs, business and industrial units a borough needs.

2.0.2 With regards to highways and transport, the NPPF requires that Local Plans:

- Deliver a pattern of development that facilitates the use of sustainable modes and reduces the need to travel;
- Protects sites and routes that could be critical in developing infrastructure to widen travel choice;
- Mitigate the significant impacts of development on highway and transport networks;
- Support solutions which reduce green house gases and help cut congestion;

- Work with neighbouring Local Authorities to develop strategies for the provision of transport; infrastructure to help support sustainable development; and
- Promote the safe and efficient movement of goods and people.

2.0.3 The NPPF states that where Councils set parking standards these should take into account:

- The accessibility of the development;
- The type, mix and use of development;
- The availability of and opportunities for public transport;
- Local car ownership levels; and
- An overall need to reduce the use of high emission vehicles.

National Planning Policy Guidance (NPPG)

2.0.4 The NPPG sets out the requirements for providing a transport evidence base in support of the Local Plan with the the key issues, which should be considered in developing a transport evidence base, including the need to:

- Assess the existing situation and likely generation of trips over time by all modes and the impact on the locality in economic, social and environmental terms
- Assess the opportunities to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport
- Highlight and promote opportunities to reduce the need for travel where appropriate
- Identify opportunities to prioritise the use of alternative modes in both existing and new development locations if appropriate
- Consider the cumulative impacts of existing and proposed development on transport networks
- Assess the quality and capacity of transport infrastructure and its ability to meet forecast demands
- Identify the short, medium and long-term transport proposals across all modes.

2.0.5 The NPPG also sets out the requirements for travel plans, transport assessments and transport statements to be delivered through the planning application process.

West Midlands Combined Authority (WMCA) / Midlands Connect

2.0.6 The West Midlands conurbation is now covered by the WMCA which has strategic highways, transport and planning powers. Telford & Wrekin Council are a non-constituent member of the WMCA and will be working with the authority to ensure that investment in the wider west midlands transport networks will benefit the borough an example of this is the M54 / M6 link road. The WMCA also acts as the responsible body for the West Midlands Integrated Transport Authority (WMITA) which will have additional powers over key highways routes and rail franchising as well as existing public transport powers. The WMITA and the Council will be working in partnership to develop opportunities to improve sustainable transport opportunities as well as reducing congestion.

2.0.7 Midlands Connect is a regional initiative with the aim of maximising long term economic growth by identifying and prioritising investment in major transport schemes across 11 Local Enterprise Partnership (LEP) areas and 28 Local Authorities (including Telford & Wrekin) covering

the Midlands region. The aim is to bring together key political and industry leaders from across the East and West Midlands to make the Midlands into an “Engine for Growth” and secure the necessary strategic investment in the Midlands’s transport infrastructure.

2.0.8 As such, the link between land use and transport at a strategic level is a key feature of its ‘Engine for Growth’ strategy. It covers connectivity of the area both from a national perspective as well as within the West and East Midlands and liaises closely with Highways England, Network Rail and Birmingham Airport in this regard. Midlands Connect will have a key role in determining the scope and size of future Growth Deal settlements for LEP areas in the West Midlands and will therefore, continue to provide the strategic backcloth for the regeneration activities within individual LEP and local authority areas, including Local Plans and associated transport funding.

2.0.9 The Council is a member of West Midlands Rail (WMR) Ltd which is a company formed to aid the re-franchising of the west midlands rail franchise currently operated by London Midland and consists of 14 local authorities with support from the Department for Transport. The focus of WMR will be to improve the capacity and connectivity of the regions rail network including the line serving the borough through the re-franchising process and continued monitoring of rail operator performance.

2.0.10 Further information can be viewed here:

- West Midlands Combined Authority http://westmidlandscombinedauthority.org.uk/
- West Midlands Integrated Transport Authority http://www.wmita.org.uk/
- Midlands Connect http://www.midlandsconnect.uk/
- West Midlands Rail Ltd http://www.westmidlandsrail.com/

Marches Local Enterprise Partnership (LEP)

2.0.11 The borough falls within the Marches LEP administrative area. The principal document that will steer the LEP's economic growth is its 2014 Strategic Economic Plan (SEP). The vision for the SEP is to create 70,000 new homes and almost 40,000 new jobs up to 2034 and to provide opportunities for all who live and work in the LEP area.

2.0.12 Telford & Wrekin will play a big part in delivering the SEP vision. Telford is identified as an "Urban Powerhouse" with substantial land available for both residential and employment development. It will also be able to build on other major employment activity outside of the borough for example at the i54 site in South Staffordshire.

2.0.13 The SEP identifies the following transport barriers to growth:

- Current and forecast traffic congestion in the Urban Powerhouses (including Telford) and Opportunity Towns.
- Pinch points and missing links in the road and inter-urban transport network.
- Poor public transport in rural areas which affects the ability of people without a car to access education and, in particular, jobs.
- Ageing public realm and traffic dominated streets detract from the offer for potential investors.

2.0.14 The LEP has provided funding to date to help unlock development site allocations contained within the Local Plan. This includes £22.6m to upgrade major traffic junctions around the town as well as capacity improvements to M54 Junction 4 and redevelopment of Telford Bus Station. It is expected that further funding for major transport schemes will be provided via LEP.

2.0.15 Further information can be viewed here:

- Marches LEP http://www.marcheslep.org.uk/

Local Transport Plan

2.0.16 The Local Transport Plan for Telford and Wrekin 2011-2026 (LTP) sets out the strategic policies of the Local Highway Authority (LHA) and how the Council plans to manage, maintain and develop local highways and transport networks. The challenge for the Local Plan is to use growth to re-shape and create an urban form and density that is more conducive to cycling and walking. The LTP also recognises that better use must also be made of the existing infrastructure, acknowledging that the car will remain essential for many journeys.

2.0.17 The LTP includes policies focused around the areas of 1) supporting economic growth, 2) reducing carbon emissions, 3) improving equality of opportunity and 4) improving the environment.

2.0.18 A copy of the Council's current Local Transport Plan can be viewed here http://www.telford.gov.uk/info/1019/transport_and_travel/497/local_transport_plan

3 Network Profiles

3.1 Highways (inc. Road Freight)

3.1.1 The borough's highway network was largely constructed during the 1970s and 1980s as the Telford New Town was developed, this included the completion of the M54 in 1983 and the A5 west bound in the early 1990's.

3.1.2 The Strategic Route Network (M54/A5) provides connections between the borough, the West Midlands conurbation, Wales and the North West as well as connections to the national motorway network via the M6.

3.1.3 The Primary Route Network (PRN) was designed and built by Telford Development Corporation with the aim of facilitating fast access between residential, commercial and industrial areas of the town by car. This approach was also born out of the multi-centred lay out of the urban areas with the need to connect older more established areas such as Madeley, Dawley, Wellington and Oakengates with the newer residential and employment developments of the new town.

3.1.4 The design of many local routes has been influenced by the Radburn design for residential areas this has led to the use of ring roads and circuitous routes through residential areas as oppose to more direct routes.

3.2 Bus

3.2.1 The borough has a network of bus routes which are based on a hub and spoke approach with the majority of services converging on Telford Bus Station, centrally located within Telford Town Centre as well as Wellington Bus Station to the north west of Telford.

3.2.2 Arriva Bus is the main operator in the local area with routes covering the urban area of Telford and links to Shrewsbury, Newport and Stafford, in addition the Council does operate some limited services to help supplement rural bus provision.

3.2.3 Supported bus services have been developed which serve new areas of development such as Lawley and Lightmoor providing connections to Telford Town Centre and Wellington.

3.3 Walking and cycling

3.3.1 The borough has an extensive network of walking and cycling routes that are composed of both on and off road provision, they consist of footways, footpaths, cycleways and Public Rights of Way.

3.3.2 Telford has an extensive network of footways and footpaths which cover local residential, commercial and industrial areas which are adjacent to the local road network or provides off road links between areas often through the Green Network. Many of these routes were design and built during the new town period and followed the principles governing the segregation of transportation modes. In recent years efforts have been made to increase the usage of these routes by filling underpasses, improved maintenance, lighting and promotion of routes.

3.3.3 The borough is also covered by a network of strategic walking and cycling routes including a number of National Cycle Network (NCN) routes that provide on and off-road access to destinations beyond the borough. Walking and cycling routes within Telford include a network of disused railways that provide off road access to most key destinations across Telford, via the north / south Silkin Way for example.

3.3.4 New developments also have a role to play by providing connectivity to the network and linking into wider destinations in the town.

3.4 Railways (inc. Rail Freight)

3.4.1 The table below sets out the current pattern of passenger rail services in the borough.

Station	Operators	Service frequency
Wellington	London Midland Arriva Trains Wales Virgin Rail	Hourly stopping service between Shrewsbury and Birmingham New Street Hourly inter-urban service between Wales and Birmingham International 2 trains each way per day

Station	Operators	Service frequency
Oakengates	London Midland	Hourly stopping service between Shrewsbury and Birmingham New Street
Telford Central	London Midland Arriva Trains Wales Virgin Rail	Hourly stopping service between Shrewsbury and Birmingham New Street Hourly inter-urban service between Wales and Birmingham International 2 trains each way per day

3.4.2 In terms of rail infrastructure the main line cuts across Telford on an east / west axis on a similar corridor to the M54 / A5 and forms part of the Trans European Network. There are additional lines terminating at the Telford International Rail Freight Park to the north of Telford and the now closed Ironbridge Power Station to the south of Telford.

3.4.3 The Marches Rail Study was commissioned by the three Local Transport Authorities within the Marches LEP Area (Shropshire, Herefordshire and Telford & Wrekin). The study aimed to look at the potential constrained and unconstrained growth on the main rail lines in the Marches area including the Shrewsbury – Wolverhampton line. This showed that between Shrewsbury and Wolverhampton passenger growth could increase between 30-46% by 2024, as part of an unconstrained growth scenario.

3.5 Parking

Residential parking

3.5.1 During the new town period the prevailing view was to provide ample parking in new residential developments including generous on-plot and communal parking as a means of accommodating the growth in car use. Estates from the 1970's and 80's were generally provided with wide roads and cul-de-sacs which created additional space, especially for visitor parking opportunities.

3.5.2 The new town (Radburn) layout which predominated in the large public sector housing estates built from the 1960s segregated parking provision from residential properties through the use of;

- Garage parking courts;
- Rear parking courts; and
- Communal parking space.

3.5.3 In recent years the trend has been parking courts to the rear of properties with lower levels of allocated parking and reduced levels of unallocated parking which has facilitated narrower village type streets in a number of newer developments. This can be seen in the early stages of the Lawley development.

Non-residential parking

3.5.4 During the new town period parking in town, district and local centres was also provided in ample measure to cater for the anticipated growth in car use when accessing shops, commercial and leisure uses. The high levels of parking provision in centres has been offset to some extent by the presence of high frequency bus services, good links to walking and cycling routes and surrounding high density development. Car parks in Telford Town Centre and Ironbridge are currently subject to parking charges.

3.5.5 The design of industrial estates has included the provision of generous levels of parking in recognition of the areas segregation from residential areas.

4 Evidence Base

4.1 Infrastructure Delivery Plan

4.1.1 In support of the Local Plan the Council has produced an Infrastructure Delivery Plan (IDP) which identifies the scale, cost and location of infrastructure arising from the levels of development set out in the Local Plan.

4.1.2 The Infrastructure Delivery Plan addresses the issue of 'strategic off-site infrastructure' that will be required over the life of the Local Plan to address the wider, cumulative impacts of development. The location and / or scale of residential and employment sites potentially has a significant impact on the ability of existing infrastructure to absorb additional development. To bring development sites forward it is necessary to address these strategic 'deficiencies' to reduce barriers to development through the provision of new or enhanced infrastructure.

4.1.3 Site infrastructure will still be required to make individual developments 'acceptable in planning terms' and it will be the responsibility of developers to demonstrate that they have taken account of the policies in the Local Plan when submitting a planning application. The funding route for site specific infrastructure will continue to be, for the foreseeable future, through Section 106 (planning obligations) and Section 278 agreements (allowing developers to carry out works to the public highway) negotiated directly with the developer.

4.1.4 Funding for infrastructure will be met by a variety of sources including, where appropriate, developer contributions which can help leverage additional funding from public, private and not for profit sources.

4.1.5 The Infrastructure Delivery Plan is produced in parallel with the new Local Plan and:

- Contains a clear and costed delivery plan for years 1 to 5 of the Local Plan;
- Contains an estimate of costs and scale of projects for years 5 to 15 of the Local Plan;
- Identifies a total funding gap of £101m; and
- Sets out a strategy to cover the funding gap including the identification of funding sources.

4.1.6 The Council expects funding to be delivered through a mix of:

- Maximising opportunities to bid for Central Government funds;
- Working with the Local Enterprise Partnership to secure additional growth deal funding;

- Generating capital receipts from the sale of surplus assets for reinvestment into infrastructure;
- Seeking in-kind contributions, including land, where required;
- Using existing sources of funding including, for example, Section 106 funds
- New funding sources coming on stream including the Homes and Communities Agency Land Deal funding and potential adoption of CIL; and
- De-risking schemes as they progress to the design stage, thereby reducing costs.

4.2 Transport Growth Strategy

4.2.1 The Transport Growth Strategy was adopted by Telford & Wrekin Council in January 2016 and sets out the transport infrastructure and investment that is required to accommodate future housing, business and population growth set out in the Local Plan. The plan helps ensure that Telford retains its competitiveness to attract inward investment, create jobs and improve quality of life for residents and visitors. To do this it is vital that the transport network continues to offer excellent connectivity by car, bus, rail or cycling and walking and that the travel needs of residents, businesses and visitors to the Borough can be achieved.

4.2.2 The methodology underpinning the development of the Transport Growth Strategy is entirely consistent with the approach set out in the NPPF as demonstrated below. A robust evidence base has been established to enable an assessment of the transport impacts of both existing development as well as that proposed, to be undertaken and to help inform sustainable approaches to transport at the plan-making level. This has included consideration of viability and deliverability.

4.2.3 The key issues, which have been considered when developing the transport evidence base, have included the need to:

- Assess the existing situation and likely generation of trips over time by all modes and the impact on the locality in economic, social and environmental terms;
- Assess the opportunities to support a pattern of development that, where reasonable to do so, facilitates the use of sustainable modes of transport;
- Highlight and promote opportunities to reduce the need for travel where appropriate;
- Identify opportunities to prioritise the use of alternative modes in both existing and new development locations if appropriate;
- Consider the cumulative impacts of existing and proposed development on transport networks;
- Assess the quality and capacity of transport infrastructure and its ability to meet forecast demands; and
- Identify the short, medium and long-term transport proposals across all modes.

4.3 Supporting Modelling & Highway Infrastructure Plan

4.3.1 The Supporting Modelling & Highway Infrastructure Plan sets out the cumulative impact of the proposed Local Plan development sites on the highway network, and assesses the requirements over and above schemes identified as part of those developments already committed. The cumulative impact has been assessed by use of the VISUM based Telford Strategic Transport Model (TSTM), which shows the effect of all committed and proposed

developments on the highway network. The model has identified problem areas, and schemes have been developed to mitigate the impact of the local plan development, on both a link and junction basis.

4.3.2 The information in the plan has been used to inform the Transport Growth Strategy referenced above and a list of recommended highway schemes have been costed and included within the IDP.

4.4 Telford & Wrekin Parking Standards Evidence Paper

4.4.1 The Telford & Wrekin Parking Standards document outlines the evidence base underpinning the proposed non-residential and residential parking standards for the Local Plan. It provides the background to how the parking standards were calculated, which sources of data were used and how they differ from the existing Wrekin Local Plan parking standards and other relevant local authorities.

4.4.2 The National Planning Policy Framework recommends that when setting local parking standards for residential and non-residential development, local planning authorities should take into account:

- The accessibility of the development;
- The type, mix and use of development;
- The availability of and opportunities for public transport;
- Local car ownership levels; and
- An overall need to reduce the use of high-emission vehicles.

4.4.3 It also says that local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles.

4.4.4 The parking standards contained in the document covers the following:

- Residential parking;
- Non-residential uses;
- Cycle parking; and
- Disabled parking.

5 Duty to Cooperate and Engagement

5.0.1 In the process of developing the Local Plan the Council has undertaken extensive consultations with the public, infrastructure providers and other interested parties. The purpose of this was to understand the issues surrounding highways, transport and parking in light of levels of development set out in the Local Plan and previous consultation stages.

5.0.2 Early consultation was undertaken on the Proposed Housing and Employment Sites (PHES) document. This was undertaken prior to the formulation of the evidence base to support Highways, Transport and Parking policies, and included discussions with partners such as Highways England, the Local Highways Authority and local transport public providers. The results of these discussions and consultation responses were taken account of in the subsequent development of the Local Plan policies and evidence base.

5.1 Duty to Cooperate

5.1.1 Under its Duty to Cooperate, the Council has undertaken extensive consultation on highways, transport and parking issues with the following bodies:

- Highways England (HE)
- Telford & Wrekin Council Officers, representing the Local Highway Authority (LHA)
- West Midlands Integrated Transport Authority
- Office of Rail Regulation
- Civil Aviation Authority
- Transport for London

5.1.2 Of the last three Duty to Cooperate bodies listed above no specific issues were raised.

5.1.3 Council Planning and LHA Officers commenced engagement with HE in January 2014 with a view to discussing progress with the Local Plan, the Council's intentions and the evidence base required demonstrate satisfactorily the impact of proposed developments on the Strategic Road Network (in this case the M54 / A5 corridor). HE at the time were undergoing conversion from an executive agency to a government owned company and as part of this there would be a stronger focus on partnership working and a greater remit of facilitate economic growth, as such HE agreed to on-going engagement in the development of Local Plan evidence base.

5.1.4 In terms of the evidence base it was agreed by all parties that the impact of proposed levels of development should be assessed as part of a Traffic Modelling Study (in line with NPPG guidance) to help inform an appropriate, cost effective highway and transport mitigation strategy which would form part of the Infrastructure Delivery Plan. This work was undertaken by the Councils retained highways consultants with the methodology and brief agreed in advance with HE.

5.1.5 Quarterly meetings were held with HE at which the Council provided progress updates on Local Plan, with modelling work and highway infrastructure options. The meetings also provided an opportunity to discuss the impact of existing planning applications and how this might affect the Local Plan.

5.1.6 HE provided written responses to both the Proposed Housing and Employment Sites consultation in summer 2014 and the Regulation 18 consultation late summer 2015. On completion and agreement of the Supporting Modelling & Highway Infrastructure Plan HE provided confirmation that the Duty to Cooperate requirements for both parties had been met and that HE had no objections to the level of development in the Local Plan.

5.1.7 Planning Officers have also worked closely with the LHA to address wider issues including sustainable transport infrastructure, Local Plan policies and the development of local Parking Standards. Regular engagement was concluded with a letter from the LHA confirming that, under Duty to Cooperate, there were no objections to the level of development within the Local Plan.

5.1.8 The West Midlands Integrated Transport Authority raised no specific issues with the Local Plan, general comments were received supporting the importance of good rail connections and the need for continued collaborative working towards that end.

5.1.9 Prior to the Regulation 19 stage the Council had resolved all outstanding Duty to Cooperate issues with highways and transport related bodies including HE and the LHA.

5.2 Wider Engagement

5.2.1 At the Regulation 18 consultation stage the majority of comments relating to the Connections section of the Local Plan were supportive of the Council's approach to mitigating the impact of development on the highway network and providing travel choice for residents and visitors by improving the walking, cycling and public transport networks. Concerns were raised around the need to take into account existing parking issues in the vicinity of new developments and to consider the quality and quantity of parking within new developments. Following these comments the parking policies have been strengthened to take account of foreseeable parking issues within the local area surrounding developments.

5.2.2 At Regulation 19 publication stage some further comments were made by members of the public and interested parties regarding Public Rights of Way and as a result a minor modification has been proposed to help clarify the policy. A minor modification has also been put forward to help clarify space standards for A5 hot food takeaways in the Local Plan Parking Standards.

5.2.3 A number of comments were received at the Regulation 18 and 19 stages related to the preservation of the line of route of the Shrewsbury to Newport Canal. This has been addressed in the Heritage Technical Paper as the canal has not formed a working part of the borough's transport network since its official abandonment in 1944.

6 Issues

Local Plan overview

6.0.1 The level of growth set out in the Local Plan equates to around 15,555 homes in total, this is broadly broken down on an area basis as follows:

- 13,400 net new homes in Telford
- 1,200 net new homes in Newport
- 900 net new homes in Rural Area

6.0.2 The levels of development set out in the Local Plan is expected to result in approximately 31,000 additional residents over the period up to 2031.

6.0.3 Employment land of 148.5 hectares has been identified within the Local Plan with an expectation that 76 hectares will come forward for development. This approach enables a degree of flexibility and choice in the size and location of sites in order to meet the needs of business.

6.0.4 The borough's economic sectors include 27% in production (inc manufacturing and construction) and 22% distribution these are higher than national averages and reflects Telford's design as a new town with a focus around manufacturing, warehousing and distribution.

Issues

6.0.5 In planning terms the borough faces three key highways, transport and parking issues over the period of the Local Plan, these are explained in more detail below.

6.0.6 *Firstly the affect of growing population and a changing population profile on highways and transport network*

6.0.7 One of the biggest highways and transport issues the borough will face is the need to absorb additional vehicle's (cycles, car, bus and HGV) and people movements (pedestrians) on highway and transport networks due to;

- Increases in walking, cycling and bus usage; and
- Higher levels of car ownership (25% growth to 2031, TEMPRO[1]);
- Increasing numbers of car trips (30% increase on AM peak and 42% increase in the PM peak up to 2031 TEMPRO).

6.0.8 These additional vehicle movements on the highway network will lead to greater wear and tear which will increase maintenance liabilities as well as increasing the rate at which infrastructure capacity will need to be replaced and / or expanded. The replacement of highway infrastructure will become more pressing especially where there is a legacy of new town infrastructure which will have a similar design life and require replacement over a relatively short period.

6.0.9 There will be a need to accommodate different needs of transport users within limited resources (subsidised bus routes) including, for example, the growth in the over 65 age group up to 2031 which are likely to require access to frequent, reliable bus services to lead independent lives in their own homes.

6.0.10 *Secondly maintaining and enhancing the boroughs competitive economic base*

6.0.11 Connectivity to the West Midlands and London by rail is poor, trains are unevenly spaced (10 minutes apart) and are slow as the line has been maintained to minimal standard which reduces line speeds. In addition to this peak trains can be overcrowded due to the poor spacing of services. Infrastructure at the boroughs stations also needs upgrading to improve accessibility to rail services, for example lifts at Wellington Station would improve interconnections between bus and rail and the provision of additional car park capacity at Telford Central would remove peak commuter traffic from the M54. Poor rail services reduce the desirability of the borough as a place to live and work and affect the Councils ability to attract business and inward investment.

6.0.12 As more employment land is released for development it will become increasingly important to encourage the switch of freight from road to rail via the Telford International Rail Freight Park. Switching freight to rail will also reduce HGV vehicle movements on the highway network helping to offset the need for new capital infrastructure and additional road maintenance.

6.0.13 Additional investment in infrastructure will be needed to help maintain a free flowing highway network. This will help address environmental issues such as poor air quality (23% of CO2 emissions from road transport) and noise pollution from cars operating under stop / start conditions. Less congestion will also increase the punctuality and reliability of public transport services thus making them more attractive to users and financially sustainable in the long run.

1 https://www.gov.uk/government/collections/tempro

6.0.14 The proliferation of car use has also impacted on operational business environments especially on industrial estates where cars and HGVs have been displaced onto the local road network which in turn affects access and operation of local businesses.

6.0.15 *Thirdly creating balanced, healthy and sustainable communities*

6.0.16 The borough needs to have a more balanced transport system that encourages more sustainable modes of travel such as walking, cycling and public transport whilst recognising the important role of the car especially in the functioning of the local economy. A good example of this is the need to encourage walking and cycling for short distance trips to help reduce carbon emissions, the census shows that of work trips of less than 2km 60% were made by car.

6.0.17 The new town design with segregated land uses acts to discourage the use of sustainable modes and encourage car use, this includes employment areas separated by primary roads and residential estates which have outer ring roads and cul-de-sacs (Radburn layout) as oppose to faster more direct routes. One effect of the Radburn layout has meant buses operate around the outside of residential developments rather than running through them which adds in additional time and creates longer walk distances for residents.

6.0.18 Design of parking on past developments including new town estates and a number of recent developments have included the use of rear parking courts, segregated garage courts, provision of garages that are not fit for modern cars, communal parking provision and restricted parking outside the front of properties. In some instances the unintended consequences of these measures has been to:

- Displace parking where rear parking courts are underused in favour parking at the front of properties
- Increased risk of accidents and casualties, especially for pedestrians, where displaced parking occurs
- Create remote areas of parking that can increase the risk of vandalism and reduce perceptions of public safety
- In general reduce public satisfaction with some developments as parking issues become apparent on occupation

6.0.19 Encouraging greater levels of walking and cycling will also help improve the health of the boroughs population with 70% of adults recorded as having excess weight (this includes 40% obese).

7 Local Plan Policies and Standards

7.1 Local Plan Policies

7.1.1 Local Plan policies related to Highways, Transport and Parking have been developed with reference to the NPPF, public consultations, direct discussions with infrastructure providers and feedback from colleagues in Development Management and Highways.

7.1.2 The policies within the Local Plan represent;

- Priority areas for the Council, this includes the promotion of sustainable travel;

- Areas where policy would help clarify the Councils developments intentions, for example local Parking Standards; and
- Efforts to mitigate the site specific and cumulative impacts of development on local highways and transport infrastructure.

7.1.3 This section provides an explanation of Local Plan policies along the following points:

- Purpose of the policy
- The intended effect of the policy

Policy C1 Promoting alternatives to the car

7.1.4 The purpose of Policy C1 is to help deliver a more balanced transport system by ensuring that major developments (10 or more properties) provide real travel choice by facilitating walking, cycling and public transport usage. The policy will, for major developments:

- Provide a coordinated approach to promoting sustainable transport for major traffic generating locations such as Telford Town Centre
- Ensure that developments are well connected to local networks by funding new and improved walking and cycling infrastructure
- Secure bus improvements including new services and associated infrastructure in order to encourage a switch from car to bus use at the earliest opportunity
- Contribute towards new and expanded infrastructure at bus and railway stations which will increase connectivity and build capacity.

7.1.5 The intended effect of Policy C1 will be to make it easier for people chose walking, cycling, bus and rail as a first choice for, in the first instance, short and medium distance journeys when accessing employment, education, shops and leisure activities. Developers have a vested interest in creating sustainable communities that are well connected to surrounding areas by a variety of modes as good access to key services is a key selling point for a development.

Policy C2 Safeguarding rail and transport corridors

7.1.6 Policy C2 is designed to safeguard operational and disused rail corridors in the borough, this is line with NPPF (paragraph 41) which directs Councils to protect "sites and routes which could be critical in developing infrastructure to widen transport choice". In addition to rail lines the Council is seeking to protect key highway land associated with projects in the IDP to help take forward future projects.

7.1.7 Safeguarding routes, especially disused rail routes will prevent there fragmentation and enable their re-use or continued use as either walking and cycling routes or in some case, where viable, be re-activated as operational rail routes. These routes provide opportunities for long distance, off road cross town travel for walking, cycling and Public Rights of Way.

Policy C3 Impact of development on highways

7.1.8 Policy C3 establishes that all developments regardless of size should mitigate site specific impacts as well as major developments contributing to the mitigation of their wider cumulative impacts on the road network. The aim is to mitigate the highway impacts of development in a plan led manner which is fair and reasonable and avoids the 'first past the post' situation where later developments trigger the need for infrastructure improvements.

7.1.9 The intended effect of the policy will be to maintain a free following, safe highway network which will minimise the environmental impact of development (increased carbon emissions) through capital investment in the network. The Council will also supplement developer contributions with external funding throughout the period of the Local Plan to meet the need for capital investment in the highway network as identified in the IDP.

Policy C4 Design of roads and streets

7.1.10 Policy C4 is designed to ensure that roads and streets are designed to high standards taking account of the needs of all road users, helping to create more pleasant, safe, balanced and sustainable communities. In this policy the Council recognise that further detail is available within other documents including *Manual for Streets* and *Design Manual for Roads and Bridges*.

7.1.11 The intention of the policy is that roads and streets within developments should be designed to an adoptable standard if it is the intention that the Council as the Local Highway Authority should have on-going responsibility for them. The policy will provide opportunities for increased levels of connectivity and permeability with surrounding communities by a range of modes in particular walking and cycling via safe and well lit routes, whilst avoiding cul-de-sac style developments.

Policy C5 Design of parking

7.1.12 This policy recognises that developments should promote the quality of the street and neighbourhood above all else and that the mix of parking (on-plot, off-plot and on-street) should be well designed and integrated into the 'place making' process. The policy encompasses cycle parking within residential and non-residential developments and acknowledges the need for infrastructure to support a growth in cycling such as covered parking to keep cycle dry during inclement weather. The policy also addresses the context of the built environment surrounding development and the need to avoid any potential issues such as displaced parking as a result of a development. The Council have drawn off other studies and experiences especially those that consider levels of public satisfaction related to parking provision and the affect of poorly design parking can have on the ling term success of a development, this includes the HCA document 'Car Parking - What Works Where'.

7.1.13 The intention of the policy is to compliment the parking standards by creating a better balance between parking design and parking supply. The policy is intended to ensure that developments provide the right type of infrastructure, including garages that are fit for their intend use as a car park space, and balance the need for parking in safe, convenient and overlooked locations without compromising on the quality of the development. The majority of the boroughs employment land will come forward for B use class (industrial, commercial and warehousing developments). The policy caters for this by ensuring that these developments should consider parking areas that meet the operational needs of businesses including parking and access for HGVs and smaller service vehicles, for example lack of appropriate parking can cause congestion and access issues around industrial areas that transmits time delays to other businesses.

Policy C6 Commuted parking payments

7.1.14 The borough is made up of many different areas and types of development this includes historic areas such as Telford Town Centre, Market Towns/District Centres and Ironbridge World Heritage Site. The purpose of Policy C6 is to address the potential for development in these type of areas where it might not be practical or suitable to provide onsite parking, a good example of this is the need to attract new development into the wider environs of town, district and local centres as retail use contracts. This does not mean that the development does not have to provide for its parking requirements as set out in the Local Plan parking standards.

7.1.15 The intention of this policy is to secure the resources to flexibly address the parking requirements of a development by providing new parking spaces offsite, improving existing parking provision and / or providing improved public transport which would directly benefit the development.

7.2 Parking Standards

7.2.1 The Council have set local parking standards in order to aid the delivery of development clarify the issue of parking provision in new developments.

7.2.2 Parking standards were based on the previous local plan, other local authorities with similar urban structures and travel patterns (Essex where 82% of population has access to a car together with Warrington, Herefordshire and Milton Keynes, representing the new towns similar to Telford and Wrekin), and the former PPG13 recommendations.

7.2.3 One of the key issues in developing new parking standards was the need to provide for a better balance between allocated and unallocated parking on developments. The starting point for new residential parking standards has been census information related to average car ownership based on the number of dwellings per property. This information has then been factored using TEMPRO data for urban, suburban and rural areas. Residential standards have been bench marked against Milton Keynes, Warrington and Herefordshire.

7.2.4 Non-residential parking standards for key land use categories, contained within the Local Plan, were benchmarked against standards contained within the Wrekin Local Plan and those of Milton Keynes, Warrington and Herefordshire.

7.2.5 Cycle parking standards were taken directly from “Design for Security - Cycle Parking Design Guidance [(2)] and should be considered as minimal.

7.2.6 Disabled parking standards were taken from “Inclusive Mobility” document by the Department for Transport (DfT)[(3)]which recommends that 5% of the provision for new employment premises and 6% for shopping, leisure, recreational facilities and other places open to the public are designated for disabled motorists (Blue Badge holders). This is in addition to a minimum of one space for each employee who is a disabled motorist. The numbers of designated spaces

2 www.designforsecurity.org/uploads/files/DFS_Cycles.pdf
3 www.gov.uk/government/uploads/system/uploads/attachment_data/file/3695/inclusive-mobility.pdf

may need to be greater at hotels and sports stadia that specialise in accommodating groups of disabled people. In Telford and Wrekin, 5% of the parking spaces for B use classes and 6% for A, C1, C2 and D use classes should be designated to meet this requirement.