

**AYRSHIRE JOINT STRUCTURE PLAN AND TRANSPORTATION COMMITTEE  
2 SEPTEMBER 2005**

---

**Scottish Planning Policy 17 – Planning for Transport  
Planning Advice Note 75 – Planning for Transport  
Transport Assessment and Implementation: A Guide**

---

PURPOSE OF REPORT

- 1 To inform the Committee of the Scottish Executive publications “Scottish Planning Policy 17 – Planning for Transport”, “Planning Advice Note 75 – Planning for Transport” and “Transport Assessment and Implementation: A Guide”.

BACKGROUND

- 2 The Scottish Executive published a consultative draft of Scottish Planning Policy 17 (SPP 17) in January 2004 that was subsequently followed by a consultative draft of Planning Advice Note 57 (PAN 57) in March 2004. The Committee submitted a response to the Scottish Executive on the consultative draft SPP 17 in March 2004 (see attached Appendix). A summary report of the results of the consultation on SPP 17 has been published along with the final document.
- 3 A consultation document entitled “Guide to Transport Assessment in Scotland” was published by the Scottish Executive in January 2003. This brought forward the notion that Transport Assessment should replace the Traffic Impact Analysis process previously employed to assess the transport impacts of developments. This document invited comment on the format and scope of Transport Assessment whilst also acting as an interim guide for its usage.

SPP 17

- 4 The new SPP 17 replaces NPPG 9 – The Provision of Roadside Facilities on Motorways and Other Trunk Roads in Scotland, NPPG 17 – Transport and Planning and SPP 17 – Transport and Planning Maximum Parking Standards Addendum to NPPG 17. It provides the policy context to enable the co-ordinated development of land-use and transport planning and the mechanism to ensure transport is thoroughly considered during development process. The broad ethos of minimising the need to travel through the co-ordination of land-use and transport planning along with encouraging modal shift from the private car to sustainable transport remains the fundamental principle upon which policies are based.
- 5 Some minor amendments have been incorporated into the final draft of SPP 17 including acknowledgement of the new arrangements for transport delivery currently being put in place by the Scottish Executive. A new paragraph referring to the National Transport Strategy currently under development has been included along with reference

to the new statutory Regional Transport Partnerships and Strategies. Following representations by consultees a section entitled “Planning for Buses” has been introduced and “Planning for Seaports” now incorporates reference to the opportunities for container transshipment facilities at Scapa Flow and Hunterston. “Planning for Inclusive Mobility” now includes sections dealing with the issues surrounding women and transport as well as the mobility impaired. In general though the final SPP greatly reflects that which was originally consulted upon.

### PAN 75

- 6 PAN 57 has been renamed PAN 75 but performs the same function as supplementary advice to the policy outlined in SPP 17 as before. The PAN provides guidance on the mechanisms that should be employed to aid policy development and implementation with specific reference to accessibility analysis, location policy, mode share targets (MSTs), parking standards, design standards, committed schemes and mitigation of blight. It proposes that planning authorities consider developing supplementary planning guidance on accessibility. With regards MSTs, it is outlined that they are applicable to new development, change of use proposals and extensions to existing developments and that the principle of “no net detriment” is a useful aim. Monitoring of MSTs will require to be undertaken, most likely by the developer, with the cost of this incurred by the developer and secured via a section 75 agreement. In order to avoid blight, it is suggested that safeguarding for transport schemes should be removed where proposals are unlikely to be taken forward.
- 7 To facilitate the practical implication of policy PAN 75 identifies the mechanisms to be employed through the Development Management process in the form of Transport Assessments and Travel Plans. It is identified that Travel Plans will be required for significant travel generating developments whilst the particulars of the Transport Assessment process are outlined in “Transport Assessment and Implementation: A Guide”. Guidance on the use of planning agreements to implement these mechanisms is also provided.

### TRANSPORT ASSESSMENT AND IMPLEMENTATION: A GUIDE

- 8 To assist in applying the policy and the mechanisms developed to facilitate it the Scottish Executive has prepared this guide to the Transport Assessment process. It should be noted that Transport Assessment is not a new process and this guidance merely clarifies its operation. However, the scope of Transport Assessment has been extended and now incorporates Travel Plans more directly than it previously did. Part 1 of the document provides guidance on the extent of the supporting material required to address the transport implications of development, Part 2 describes the Transport Assessment and Implementation process whilst Part 3 sets out the 4 stages of Transport Assessment namely scoping, Transport Assessment itself, implementation and monitoring.
- 9 It is intended that a Transport Assessment Form should be initially be completed for a development proposal in order to provide an indication of whether further analysis will be required. It should be noted that the Transport Assessment Form has been simplified in comparison to that originally proposed by the Scottish Executive in the consultation document “Guide to Transport Assessment in Scotland”. Completion of the Transport

Assessment Form constitutes the scoping stage of the process. Where a full Transport Assessment is required this will comprise an assessment of travel characteristics, a description of the measures adopted to influence travel to the site and of the transport impacts of the development on the network. The mechanism for implementation involves the development of a Travel Plan which should initially be in outline form as part of the Transport Assessment and subsequently developed as required. The final phase involves the monitoring of the Travel Plan and any MSTs that have been set for the development to ensure effectiveness.

- 10 It is specified that appraisal of the transport impacts of a development should also now incorporate the Scottish Transport Appraisal Guidance (STAG) process. A STAG appraisal should be undertaken to develop an Access Strategy for a site which would then be delivered through the Transport Assessment. The additional requirement to utilise STAG in the Development Management process has significant implications and could potentially be very onerous for both developers and local authorities considering the extensive mechanisms already in place, in the form of Transport Assessment and Travel Plans, for considering the transport implications of a proposed development.

## CONCLUSION

- 11 SPP 17 broadly reflects that originally outlined within the consultative draft with a few minor amendments following representations made during the consultation exercise and is consistent with existing national transport policy. The basis of the SPP is to recognise the importance of linking land use planning, economic development, environmental issues and transport planning. PAN 75 supports the policy outlined in SPP 17 and seeks to provide a mechanism for its practical implementation. Transport Assessment and Implementation: A Guide provides guidance on how to appraise the transport impacts of a proposed development and represents an evolution of the concept by incorporation of Travel Plans more directly into the process and introducing the requirement to utilise STAG to prepare an Access Strategy for a development. The requirement to undergo a STAG appraisal is likely to place a significant additional burden upon developers and local authorities alike and has the potential to protract the process for appraising the transport implications of a development.

## RECOMMENDATION

- 12 It is recommended that the Committee notes the publication of the documents SPP 17, PAN 75 and Transport Assessment and Implementation: A Guide and the implications this will have for the appraisal process of the transport impacts of a development.

Ian Johnson  
 Manager  
 Ayrshire Joint Structure Plan and Transportation Committee

Person to contact: Alec Knox - 01292 673763

## APPENDIX

---

### AYRSHIRE JOINT STRUCTURE PLAN AND TRANSPORTATION COMMITTEE 26 MARCH 2004

---

#### Draft Scottish Planning Policy 17: Planning for Transport

---

#### PURPOSE OF REPORT

- 1 To advise the Committee of the publication by the Scottish Executive of draft Scottish Planning Policy 17, SPP17, Planning for Transport.

#### BACKGROUND

- 2 When finalised SPP17 will replace the current NPPG17, *Transport and Planning*, and the addendum to NPP17, *SPP17 Transport and Maximum Parking Standards* (issued in March 2003). The Scottish Planning Policy also incorporates guidance on the provision of roadside facilities on motorways and trunk roads and will consequently replace NPPG9, *The Provision of Roadside Facilities on Motorways and other Trunk Roads in Scotland* that was issued in 1996.

#### PLANNING & TRANSPORT INTEGRATION

- 3 The draft Scottish Planning Policy recognises that land use and planning has a key role in supporting the achievement of the Scottish Ministers' economic, environmental and social objectives and that the integration of land use and transport planning can play a positive role in supporting and building upon the Scottish Executives' transport delivery agenda. It recognises that for the transport network to most effectively support the economy, land use planning should assist in reducing the need to travel, create the right conditions for greater use of sustainable modes and limit adverse environmental impacts.
- 4 The SPP17 (draft) recognises that in formulating a development strategy for an area, the interaction of transport and the accessibility of development should be considered early in the planning process. It also recognises that Regional Transport and Local Transport Strategies require to be closely co-ordinated with Regional and Local Development Strategies. It advocates that as part of the appraisal process land use transport modelling should be undertaken to identify issues and address trade-offs between alternative transport options, transport impacts and the need for new transport infrastructure. It recognises that in the funding of major infrastructure both public and private sources are necessary and that strategic planning has a key role in setting out the principles to be applied in respect of developer contributions, specifically in complex developments that require master planning. These recommendations are currently

being reflected in the development of the replacement plan for Ayrshire and are therefore supported.

### PLANNING FOR STRATEGIC ROADS

- 5 The SPP (draft) confirms that the intent of motorways and trunk roads is to carry long distance traffic between centres. It also recognises that in parts of rural Scotland such as Ayrshire strategic routes perform local functions acting as local distributor roads. This recognition is important and requires to be acknowledged by the Executive when considering issues relating to the impact of development and in the investment needs of the strategic network. Investment needs on the strategic network should reflect approved development strategies for an area.
  
- 6 The SPP (draft) confirms a general presumption against the development of new major or trunk road junctions and that these will only be considered where such junctions facilitate nationally significant economic growth or where regeneration benefits can be proven. It is not clear from the text the significance of sub-national but regionally significant development locations in the context of trunk road junction improvement. There is a need for clarification of “nationally significant economic growth” and “regeneration options”. The current wording suggests very limited scope outside an undefined national agenda to bring forward new junctions on trunk roads. Yet the road system in Ayrshire is based almost entirely around trunk roads and almost any development will impact to a greater or lesser extent on this network and may require improvement up to and including new junctions. Further clarification on this issue is sought.

### PLANNING FOR RAILWAYS

- 7 The guidance recognises that rail projects play a key role in providing sustainable transport. The powers for implementation of these facilities however lie largely out-with Scotland and as such there are significant constraints on their provision. It is considered that the Network Rail and the Strategic Rail Authority's should not only be aware of planning authority proposals but both should take account of priorities identified in Regional Strategies when developing their longer term spending commitments. This approach should be reflected in the wording of the final Scottish Planning Policy.

### PLANNING FOR AIRPORTS

- 8 The Air Transport White Paper contains several significant policy statements regarding the future development of key Scottish airports. It identified Glasgow Prestwick International Airport as the third runway for Scotland. The implications of this policy statement are significant and the guidance requires Planning authorities and airport operators to work jointly to address the planning and transport issues that may emerge from potential airport development. These include:

- addressing the operational needs of the airport, surface access for both freight and passengers;
- provision of related development such as distribution services, hotel facilities; and
- the provision of non-operational needs off-site but accessible to the airport.

The consultative draft structure plan is seeking views on the safeguards that should be put in place and the development provisions that may be necessary for the longer-term expansion of the airport at Prestwick. This section of the guidance should be strengthened to reflect the need for Planning Authorities to safeguard the runway approaches and navigation beacons from the inappropriate development.

### PLANNING FOR SEAPORTS

- 9 The SPP recognises that coastal shipping can provide environmentally friendly means for moving heavy freight this however requires harbour facilities to be able to handle and distribute goods efficiently. This is recognised, however within Ayrshire (as in other parts of Scotland) the significant ports are accessed largely via the trunk road network. This issue should be recognised in the Guidance with an acknowledgement that access strategies, their funding and implementation extent beyond the remit of the local planning and port authorities.

### LANDUSE AND TRANSPORT NETWORKS

- 10 The guidance recognises that the location of significant travel-generating uses are critical to the number of travel trips, particularly shopping, employment and leisure uses and that planning authorities should locate such developments in places well served by public transport, especially town centres. The Joint Committee supports this approach. The guidance also recommends that in reviewing their development plans planning authorities should re-assess "unsustainable" locations and where such sites are not consistent with the principles of sustainable transport they should be reallocated to alternative forms of development. As a corollary to this the SPP advocates that new development should be easily accessible by public transport and that development plans should provide clear guidance on the requirements for public transport access to such areas.
- 11 Where necessary new development should facilitate public transport integration between modes. Sites adjacent to stations are advocated as preferred locations for development generating a large number of workforce trips. The guidance advocates that planning permission should not normally be granted for significant travel generating uses in locations where links to walking, cycling and public transport networks are inadequate, or in locations that would encourage reliance on the private car. Development which would be likely to have a detrimental effect on the capacity of the strategic road network and whose transport assessment does not include any satisfactory mechanism for meeting sustainable transport requirements should also be discouraged.

## PLANNING FOR FREIGHT

- 12 The economic importance of freight access to the business and commerce is recognised in the SPP. The transport of freight by rail and sea should be encouraged where feasible and development plans should allocate and safeguard sites for manufacturing, distribution or warehousing which if possible offer ready access to the rail and strategic road networks. Ayrshire is fortunate in having a number of locations which meet these criteria and these provide a long term economic asset which merit strategic designation.

## MAXIMUM PARKING STANDARDS

- 13 The new draft guidance makes no significant change to the maximum parking standards outlined in the previous addendum to NPPG17. It advocates maximum parking standards should be set in City Region Strategic Development Plans, but in the interim within Regional or Local Transport Strategies. Within Ayrshire it is understood that this issue will be addressed within the context of the Westrans Partnership.

## MOTORWAY SERVICES

- 14 Scottish Executive policy is generally to seek local authorities, the private sector and other public bodies to identify Motorway Services Areas, and for the private sector to acquire sites and seek planning consent. In the interests of the free flow of traffic and road safety direct motorway access via an interchange is restricted to proposals that are not less than 24 kilometres from the nearest existing MSA (or a proposal which has gained outline detailed planning permission within three or five years respectively). The exception to this policy would be where frequent queuing of vehicles entering the MSA and it cannot be expanded to cope with demand.

## CONCLUSIONS

- 15 The draft SPP17 seeks to reduce the need to travel by travel car by encouraging the use of sustainable and public transport access to development and by encouraging greater integration of transport components within spatial strategies. This is welcomed and consistent with the spatial strategy outlined in the consultative draft of the Structure Plan and current local transport strategies within Ayrshire. The recognition in the guidance that transport planning cannot be an afterthought and that accessibility issues lie at the heart of the achievement of

wider objectives such as economic growth and strong communities, which can function without significant environmental and social problems arising from traffic congestion and pollution, also reflect the views of the Committee.

## RECOMMENDATION

- 16 It is recommended that Committee:

- note the contents of this report; and
- the report is forwarded to the Scottish Executive as the views of the Joint Committee on the Draft SPP17: Planning For Transport.

Ian Johnson  
Manager  
Ayrshire Joint Structure Plan and Transportation Committee

Person to Contact: John Esslemont - 01292 673766