

Leisure and Retail Travel Plans

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What is a Travel Plan?

The Department for Transport (DfT) defines a Travel Plan as “*a long-term management strategy... that seeks to deliver sustainable transport objectives through positive action.*” Such a plan for example, could include car sharing schemes, a commitment to improve cycling and walking facilities, a dedicated bus service or restricted car parking allocations. It might also promote flexible-working practices for employees such as remote access and video conferencing.

Travel Plans for leisure and retail developments need to address both visitor and customer journeys to the site and the travel needs of employees at the site.

Note: Offsite infrastructure, access and public transport improvements should be treated separately within the S106 agreement and are in addition to the Travel Plan bond/cash deposits and monitoring fees. On site infrastructure such as cycle parking will be requested as a condition of planning approval.

Why are we promoting Travel Plans?

Travel Plans can reduce the transport impacts of medium to large developments by trip reduction through the development and encouragement of alternative modes to the car for all user groups, including staff, visitors and customers. Individuals are most likely to change their travel habits when they are making a change to their lifestyles such as starting a new job or travelling as a visitor or customer to a new leisure or retail destination. New developments are therefore a prime opportunity to connect with, influence and inform the public.

Types of Leisure and Retail developments suitable for Travel Plans

Travel Plans are suitable for medium to large leisure and retail developments or smaller developments that are in locations which are heavily impacted upon by additional car trip generation from new developments. Appendix A.1 of the Travel Plan Guide for Developers (www.gloucestershire.gov.uk/tpguidance) provides thresholds for when a Travel Plan is likely to be required to support a planning application.

Financial Securities to be sought from Developers

Any Travel Plan requires funding in order to be effective and this can be used to pay a consultant or third party to manage the implementation of the plan as well as the delivery of the initiatives included in the plan. The funding also needs to cover monitoring the outcomes and reporting back to GCC on progress towards targets.

In the case of Leisure and Retail Travel Plans, the responsibility lies with the developer / site owner / operator/ third party appointed by the developer to deliver the measures identified in the Travel Plan and achieve the targets agreed with GCC. In order to protect GCC against failure to implement the agreed Travel Plan, GCC will secure fees, in the form of a bond / cash deposit, from the developer / owner for a Travel Plan fund. This bond / cash deposit will be returned in instalments to the developer / occupier on successful delivery of measures and completion of agreed targets within the Travel Plan. Should the developer / owner/ operator fail to deliver the Travel Plan and meet the agreed targets, then the Council will use the bond / cash deposit to implement measures on behalf of the developer / owner. The developer/ owner(s)/ occupier(s) should apply reasonable endeavours not to obstruct GCC or a third party appointed by GCC to access the workplace/ employment site to deliver marketing and promotional initiatives in relation to the Travel Plan.

Travel Plan bonds / cash deposits and monitoring fees will be secured through a Section 106 agreement.

Calculating Financial Securities for Leisure and Retail Travel Plans

Planning Circular 05/05 encourages Local Planning Authorities to employ formulae and standard charges, where appropriate, as part of their framework for negotiating and securing Planning Obligations. It is considered that these can help to speed up Section 106 negotiations and ensure predictability by indicating the likely size and type of planning obligations in advance.

Calculating securities for Leisure and Retail Travel Plans will be based on a rate calculated by employee numbers and an additional calculation to address visitor and customer trips which will be calculated and agreed with GCC on an individual development basis.

The employee element of the bond / cash deposit for Leisure and Retail Travel Plans will be calculated using a standard formula based on the number of employees (expressed as Full Time Equivalent (FTE)) and the lifetime of the delivery of the Travel Plan (normally up to 10 years).

Where verified data on the number of FTE employees for the proposed development is available, this data will be used. Where the number of employees is not known, the numbers of employees will be calculated by applying the relevant employment density to the development floor area. Table A.1 in Appendix A provides employment densities¹ for a variety of land use types.

Once the number of employees has been established, a two step process is required to calculate the employee element of the Travel Plan Bond / Cash Deposit:

- Number of employees to be multiplied by the annual Travel Plan tariff rates provided in Table 1.
- This annual figure is then multiplied by the duration of the Travel Plan's lifetime (normally up to 10 years) to calculate the employee element of the Travel Plan Bond / Cash Deposit

A number of worked examples of calculating the employee element are provided in Appendix B.

Table 1 - Travel Plan Bond/ Cash Deposit Rates per Employee*

Included within a Development Zone**	Outside of a Development Zone
Cost per employee per annum	£50

* Tariff Rates have been derived based on research by the Department for Transport which indicated that the median average gross annual cost of delivering an effective Workplace Travel Plan was £47 per annum. per employee (full-time-equivalent)². This has been indexed to a 2010 level from a 2002 base using the Retail Price Index, resulting in a cost of £60 per annum per employee.

** Developments within allocated development zones are subject to a reduced Travel Plan Bond/ Cash Deposit as development zones are judged to have greater levels of accessibility, thereby reducing the level of Travel Plan investment in Travel Plan measures needed for the proposed development to achieve acceptably low Single Occupancy Vehicle mode share over specified time periods.

Employee journeys only account for a proportion of the total trips and transport impacts generated by a leisure or retail development. For this reason, an additional Bond / Cash Deposit will be secured from the developers / owners of retail and leisure development. This will protect the Council against failure to implement Travel Plan measures aimed at visitor and customer journeys. The amount payable will be agreed in discussion with GCC and once determined will be added to the employee element to calculate the total Travel Plan Bond / Cash Deposit which is payable to the Council through a Section 106 agreement.

Indexation of Costs

The Bond/ Cash Deposit rates are based on 2010 prices and the S106 agreement will make appropriate reference to Indexing of costs to reflect the inflation expected over the lifetime of the Travel Plan.

Monitoring Fees for Leisure and Retail Travel Plans

In addition, developers or owners of a leisure or retail site will be required to pay (non-returnable) monitoring fees to the Council. Monitoring fees will be dependent on the length of the monitoring period set (usually between 5 and 10 years) and the complexity of both the site and the monitoring requirements. As a guide, GCC bases the figure on approximately £1,000 per annum, which pays for GCC's time to:

- Check the Travel Plan's compliance with agreed targets;
- Review submitted monitoring reports;
- Record and review figures and targets;
- Maintain beneficial measures such as www.carsharegloucestershire.com; and
- Advise Travel Plan Coordinators.

The responsibility and associated costs for undertaking monitoring surveys and producing and submitting monitoring reports to GCC remains with the developer or the third party appointed by the developer.

¹ Employment densities taken from Employment densities guide 2nd Edition, Homes and Communities Agency, 2010

² Cairns S, Davis A, Newson C and Swiderska C (2002) Making travel plans work: research report. Report by Transport 2000, ESRC Transport Studies Unit UCL and Adrian Davis Associates for Department for Transport

Planning Obligations: The Principles

Table 2 - Are requests for Bonds/ Cash Deposits sound in terms of the five principles?

Principle	Relevance of Employment, Leisure and Commercial Travel Plan
Necessary to make the proposed development acceptable in planning terms	The use of a Leisure and Retail Travel Plan will help reduce the number of car trips generated by the development that would be expected if each employee did not use walking, cycling or public transport for some journeys.
Relevant to planning	A Leisure and Retail Travel Plan will benefit employees and local residents in the future by reducing car journeys generated by the development.
Directly related to the proposed development	A Leisure and Retail Travel Plan will cover journeys during peak hours in particular, made by people travelling to and from the development.
Fairly and reasonably related in scale and kind to the proposed development	Bonds/ Cash Deposits in relation a Leisure and Retail Travel Plan are not excessive in comparison with other costs. The plan will ensure the Travel Plan measures are implemented by the developer and monitored in order to measure effectiveness.
Reasonable in all other respects	It is reasonable to expect the developer to provide facilities related to the developments that mitigate the effect of the development on the highway network. A Leisure and Retail Travel Plan will potentially help reduce car trips and result in greater use of public transport and walking and cycling facilities provided for the development.

Guidance / Policy background to support the decision

We will consider the impact of the proposed development based on the following:

- Delivering Travel Plans through the Planning Process - Department for Transport
- Planning Policy Guidance 13
- Circular 05/05: Planning Obligations
- Travel Plan Guide for Developers - Gloucestershire County Council
- Gloucestershire County Council Local Transport Plan

More Information?

www.dft.gov.uk

Appendix A - Calculating Employee Numbers

Table A.1 is taken from the 2010 Employment Densities Guide, which was developed by Drivers Jonas Deloitte on behalf of the Homes and Communities Agency³. The calculations for deriving the employee numbers (expressed as Full Time Equivalent (FTE)) are explained in the Guide which is available at: www.homesandcommunities.co.uk/ourwork/best-practice-and-guidance.

Table A.1 - Standard Employment Densities

Use Class	Use Type	Floor Area per FTE Employee (sqm)	Floor Area Basis
Retail			
A1	High Street	19	NIA
A1	Food Superstores	17	NIA
A1	Other Superstores / Retail Warehouses	90	NIA
A2	Financial & Professional Services	16	NIA
A3	Restaurants and Cafes	18	NIA
Leisure and Visitor Attractions			
C1	Budget Hotels	1 employee per 3 bedrooms	
C1	General Hotels (3 star)	1 employee per 2 bedrooms	
C1	4/5 Star Hotels	1 employee per 1.25 bedrooms	
D1	Cultural Attractions	36	GIA
D2	Cinemas	90	GIA
D2	Amusements & Entertainment Centres	70	GIA
D2	Sports centres and Private Clubs	65	GIA

GIA = Gross External Area GIA = Gross Internal Area NIA = Net Internal Area

Appendix B - Worked examples for the Calculation of the employee element Bonds / Cash Deposits

Example 1

3000 sqm GIA of A1 Food Superstores is proposed outside of a development zone.

To calculate the number of employees:

- A1 Food Superstores is: 17 sqm floor area (NIA) per FTE
- In office and retail properties the Net Internal Area (NIA) generally equates to 80-85% of the Gross Internal Area (GIA), therefore for the purpose of converting the 3000sqm GIA to an NIA an average of 82.5% is applied.
- $3000 \text{ sqm GIA} \times 82.5\% = 2475 \text{ sqm NIA}$

³ Employment densities taken from Employment densities guide 2nd Edition, Homes and Communities Agency, 2010

- $2475/17 = 146$ FTE (employees)

To calculate the employee element of the Travel Plan Bond / Cash Deposit

- Annual cost per employee per annum – outside of a development zone: £60
- $146 \times £60 = £8,760$
- Travel Plan delivery duration: 10 years
- $10 \times £12,360 = £87,600$.

Plus the additional Travel Plan Bond / Cash Deposit to cover journeys by visitors / customers to be determined through negotiation with GCC.