

Draft Developer Advice Note Text Version

25 September 2020

Version 1

1. Introduction

- 1.1 Many developments will have an impact on the transport network, either by generating more car traffic, increasing the number of people using public transport or altering the highway infrastructure in some way. They may also impact on peoples' lives in terms of whether or not they can access key facilities.
- 1.2 This document has been produced by the West Yorkshire Combined Authority (Combined Authority), as a source of non-statutory advice for developers and local authorities. It is intended to build on the Combined Authority Planning Review recommendations in relation to which planning applications the Combined Authority will provide comments on to the respective local planning authority. It also sets out some broad types of interventions that we will seek through the development management process.

Our Role

- 1.3 Since 2016 our Strategic Economic Plan (SEP) has set out our priorities for growth and development. As we take on additional responsibilities, respond to the challenges facing our region and incorporate the mayor's manifesto commitments into our work, we need a new strategy that can reflect changing priorities, respond to change and communicate this clearly.
- 1.4 The Strategic Economic Framework (SEF) builds on the SEP, to provide the context for investment and decision making during this next stage of transformation.
- 1.5 The five priorities that underpin everything that our Strategic Economic Framework aims to achieve:
- **Boosting productivity** Helping businesses to grow and invest in the region and their workforce, to drive economic growth, increase innovation and create jobs.
 - **Enabling inclusive growth** Enabling as many people as possible to contribute to, and benefit from, economic growth in our communities, towns and cities.
 - **Tackling the climate emergency** Growing our economy while cutting emissions and caring for our environment.
 - **Delivering 21st century transport** Creating efficient transport infrastructure to connect our communities, making it easier to get to work, do business and connect with each other.
 - **Securing money and powers** Empowering the region by negotiating a devolution deal and successfully bidding for substantial additional funds.
- 1.6 The Combined Authority is the body responsible for certain transport and travel matters across West Yorkshire and transport authority for Bradford, Calderdale, Kirklees, Leeds and Wakefield.
- 1.7 The Combined Authority does not have any planning powers and is not a statutory consultee in the planning process. However, we offer advice to the five West Yorkshire planning authorities, advising them on the best way to improve land use / transport integration through forward plans and development proposals.
- 1.8 We generally will not object to development proposals unless they directly affect our operations, but instead work with planning authorities and developers to achieve agreed objectives. The advice we provide is in accordance with transport policy, as set out in the five Core Strategies / Local Plans and the Transport Strategy 2040.

Strategic Planning Review

- 1.9 The Strategic Planning Review approved by the Combined Authority (December 2018) sets out how the Combined Authority will deal with planning related activities. With respect to planning applications the following recommendations are agreed:
1. All applications to be determined by Local Planning Authority or planning inspectorate.
 2. West Yorkshire Combined Authority to provide consultation responses on planning applications relating to transport matters to West Yorkshire partner councils; responses will provide comments and practical guidance (including recommendations relating to planning gain) to ensure that development proposals are aligned and contribute to meeting the objectives of the West Yorkshire Transport Strategy and LPAs transport policies. Responses to other Leeds City Region authorities will be provided where the development would have an impact on West Yorkshire.
 3. The West Yorkshire Combined Authority to provide consultation responses on planning applications relating to economic development matters (all Leeds City Region authorities) - providing an assessment of alignment with the SEP, West Yorkshire Combined Authority and the LEP investments or policy positions. This will only be to local planning authorities and on an exceptions basis such as by the request of LPAs on applications of sub-regional significance and / or where they relate to specific schemes which the West Yorkshire Combined Authority / the LEP have an interest; for example schemes which are part of the Leeds City Region project pipeline for investment.
 4. The LEP will not provide consultation responses or letters of support on planning applications in order to maintain independence from the development management process and ensure there are no conflicts of interest. As noted in the recommendation above, the Combined Authority will provide responses in relation to the SEP as the accountable body for the LEP.

Transport Strategy 2040

- 1.10 The responsibilities of the Combined Authority include: preparing the Local Transport Plan for West Yorkshire (Transport Strategy 2040); investing in new transport infrastructure; owning the bus stations, shelters and stops; paying for some socially necessary bus services which are not provided by the commercial bus operators; subsidising concessionary fares and free travel; and working with the rail industry to ensure that rail services meet local needs.
- 1.11 The Transport Strategy 2040 sets out our partners' ambitions for a transport system that serves the needs of businesses and residents as well as enhancing prosperity, health and wellbeing for people and places across West Yorkshire.
- 1.12 It also takes into account the necessity to provide 21st Century infrastructure that will support the City Region to grow and compete globally, so it is able to meet the ambitions of the Leeds City Region Strategic Economic Plan (SEP) and the Government's emerging Local Industrial Strategy (LIS).
- 1.13 Focused on West Yorkshire but recognising the importance and impact of links with the wider Leeds City Region, the Transport Strategy 2040 vision is:
- To enhance business success and people's lives by providing modern, world-class, well-connected transport that makes travel around West Yorkshire easy and reliable.*
- 1.14 The key objectives that we must address to realise this ambition are:
- **Economy:** Create a more reliable, less congested, better connected transport network.
 - **Environment:** Have a positive impact on our built and natural environment.
 - **People and place:** Put people first to create a strong sense of place.

- 1.15 The strategy aims to put in place the right transport conditions - building on the City Region's strengths and tackling underlying issues - meeting increasing demand for travel in a sustainable way while also realising the ambitions for inclusive growth contained in our SEP and district local plans. It also aims to influence and make the most of investment decisions being made at the pan-northern and national levels, to maximise opportunities for our region.
- 1.16 Since the publication of the Transport Strategy, the Combined Authority has declared a climate emergency and set an ambitious target to be net zero carbon by 2038, with significant progress by 2030. Emissions from transport have a significant impact on carbon levels. Increasing the use of sustainable transport will help reduce our carbon emissions while allowing us to meet the demand for travel.

2. Key Principles

- 2.1 The Urban Transport Group (UTG) is the UK's network of city region transport authorities. The UTG published a report in January 2019, 'How Transit Oriented Development Can Support Good Growth in The City Regions'. The full report is available here. The 7 principles set out in the report reflect the principles that the Combined Authority bases its responses to planning applications on. They are broadly aligned to the Combined Authority's Transport Strategy, and supporting policy and programmes such as City Connect, the [West Yorkshire Low Emissions Strategy](#) and the [West Yorkshire Local Cycling and Walking Infrastructure Plans](#).
- 2.2 We acknowledge that the Local Planning Authorities have a much wider remit when considering planning applications. Other factors may influence what can be reasonably secured through the planning system, but these principles should be considered nonetheless.
- 2.3 The 7 principles for Transit Orientated Development (TOD) are:
- 1 **Transit should be at the heart of the development**, whether that's heavy rail, light rail or bus. This should be provided by high quality, high frequency services, making public transport a viable, and desirable, alternative to private car use.
 - 2 **Developments need high density of housing and commercial properties** in order to provide critical mass for transit use. Density is also necessary to ensure that residents can walk or cycle to the nearest public transport station or stops.
 - 3 **TOD neighbourhoods should support walking and cycling** as the first choices for accessing public transport and other services.
 - 4 **Driving and ownership of private vehicles should be discouraged**. Alternatives, like car clubs, can be included. This can maximise the benefits of TOD and support walking and cycling.
 - 5 **Services should be integrated into the development**, such as shops, healthcare and schools, in order to encourage more localised trips.
 - 6 **Use of brownfield sites** (generally recognised as previously developed land) for TOD programmes should be first choice locations.
 - 7 **Public sector involvement** is a key enabler of TOD schemes and helps to ensure that new developments are high quality and deliver across multiple urban policy objectives including social inclusion and meeting housing need.

3. Criteria

- 3.1 The TOD principles should be applied to all developments. This section will set out the scale of development that the Combined Authority will focus on providing comments on.

- 3.2** The Combined Authority will offer advice to planning authorities on developments which generate a large number of trips, or have some other significant impact on the West Yorkshire transport network and are therefore deemed to be of strategic significance.
- 3.3** Developments which generate a large number of trips may have significant transport implications, particularly if they do not have good public transport access. In these cases, the Combined Authority will offer advice on maximising travel by sustainable modes, i.e. active travel and public transport, or on managing the **Key Route Network** to maintain the reliability of journey times.

Strategic Developments

- 3.4** The Combined Authority consider that 'strategic' development should meet the following criteria:
- Any development where sustainable transport interventions are identified in the respective local authority development plan
 - Any major development within a **Spatial Priority Area**
 - Residential developments that requires a Transport Assessment (circa over 80 units or is part of a large allocated site)
 - Retail/industrial/office development over 2,500m²
 - Any other commercial, community or leisure based development or visitor attraction proposing 100 or more parking spaces.
 - Applications for a new / replacement secondary school / primary school

Additional Factors

- 3.5** In addition, other factors will be considered such as:
- Where the development is adjacent to a bus or rail station and any development which is considered likely to impact on the operation of the facility (including removing or relocating a bus stop or shelter)
 - Where the development removes sustainable transport infrastructure or is likely to have a detrimental impact to an existing sustainable transport scheme
 - Where the cumulative impacts of clusters of smaller sites needs to be considered
 - Developments that include significant new transport infrastructure (other than site access)
 - Major developments adjacent to strategic transport proposals

Other developments

- 3.6** Some smaller developments (i.e. those below the size thresholds described above) can potentially have an impact on Combined Authority operations. In these cases, the Combined Authority may have detailed, design-related comments or may need to ensure that infrastructure and services are protected during construction.
- 3.7** The Combined Authority should be consulted and where necessary will provide comments on any development that:

- requires the re-location of a bus stop or shelter
- proposes the alteration or removal of existing sustainable transport infrastructure (i.e. bus priority infrastructure / cycle lanes)

Pre-Application Discussions

- 3.8** The Combined Authority are able to provide input into pre-application discussions on a case-by-case basis and by invite from the respective local planning authority.
- 3.9** We recognise that transport is only one of the many issues that will need to be considered by the planning authority. The Combined Authority will work with the planning authority, public transport operators and developers to reach a common understanding of issues and potential solutions.
- 3.10** We encourage that developers engage with us through the local planning authority to ensure that any advice is fully transparent within the planning system. We also encourage developers to include the Combined Authority in any discussions with public transport operators. The Combined Authority will consult with the relevant local planning authority before providing any advice to developers if we are approached directly.

4. Developer Contributions

- 4.1** Developer contributions (or planning obligations) secured by section 106 agreements linked to new development are an established mechanism for securing improvements to sustainable transport. They are widely used to bring development in line with sustainability requirements, for encouraging accessible public transport provision and for securing more sustainable patterns of development. Developer contributions, however, will always depend on the nature of the proposed development and are the responsibility of the respective Planning Authority as part of their planning processes.
- 4.2** The Combined Authority will seek developer contributions where necessary for infrastructure and revenue support for transport services of a site-specific nature where it is required to mitigate negative impacts of a development.

Section 106 Agreements

- 4.3** Developers and planning authorities are encouraged to engage with the Combined Authority when negotiating section 106 agreements, particularly when new or amendments to bus services are being considered. ***The Combined Authority should be named as a consultee or ideally administrator of funding for bus service enhancements.***
- 4.4** This ensures that the negotiations with bus operators are transparent and helps ensure that a consistent service level is achieved across the bus network. It also allows elected members to have an input into the process at an early stage.
- 4.5** The Combined Authority may recommend site-specific measures for delivery in accordance with the local planning authority's adopted planning policies. Any such contributions would need to meet the Government's policy tests, i.e. they would need to be:
- necessary to make the development acceptable in planning terms
 - directly related to the development; and

- fairly and reasonably related in scale and kind to the development.

4.6 Types of planning obligations are:

- providing on-site facilities such as information display boards or cycle parking (with showering and changing facilities where appropriate);
- providing sustainable transport links to key local destinations by introducing new or improving existing footpaths (including inclusive access measures), providing pedestrian crossings or improving cycle routes;
- providing new public transport infrastructure such as bus stops, or bus turning facilities or bus priority;
- improving facilities for public transport users (improvements to bus stops, stations, additional shelters/information etc.), including measures to help disabled people;
- contributing to planned future enhancements to the public transport network that will be of direct benefit to the development;
- providing new/additional public transport routes/services;
- providing additional public transport capacity (where there is insufficient capacity on existing services);
- traffic management on the Key Route Network (including bus priority and modifications to signals) and
- travel plan/smarter choices measures, including journey planning, ticketing offers and car sharing/car clubs.

5. Planning Resources

5.1 The Planning Resources App provides some key spatial information for developers and Local Planning Authorities. The app should be used to identify where development proposals may have an impact on the transport network.

5.2 The layers include:

Key Route Network - We jointly manage a 400-mile West Yorkshire Key Route Network of the most important, most congested West Yorkshire roads through targeted improvements, the use of smart technology and provision of quality information to improve journey times and reliability.

Spatial Priority Areas - Spatial Priority Areas (SPAs) are identified as the largest and or most strategic opportunities within our city region, requiring coordinated infrastructure investment.

Transport Scheme Pipeline - Overview of the transport schemes where the Combined Authority is investing.

Public Transport Information - Locations of bus stops, rail stations and high frequency bus routes.

General Accessibility Levels - Journey time information to main centres and employment opportunities.

6. Interventions

- 6.1** This section provides some further information about the interventions that the Combined Authority seeks through the planning process and should be used as a starting point when preparing planning applications.

Item	Description	Cost Per Unit	Why Required	When Required	Lead Delivery Agent	Lead Time
1. Public Transport Offer						
1.1 Bus Service Contributions	Bus service contributions are used to enhance bus service frequency, extend or divert services and provide new bespoke services. Consideration must be given to low and zero emission services, particularly in areas of poor air quality.	Varies – as a guide we use a fixed figure of £150k bus per annum	To improve the non-private car transport provision from a development with significant trips including elevating capacity issues on existing services.	Each local authority has specific policies to determine the level of bus service that would be required by a development. The CA will provide guidance on the likely cost and viability of a service if it is required.	WYCA	Varies
1.2 Rail Service Contributions	Rail service enhancement are used to secure funding for additional rolling stock	Varies	To improve the non-private car transport provision from a development with significant trips including elevating capacity issues on existing services.	Rail enhancement are difficult to deliver and are usually only required for major development and are likely only to be used to supplement the costs of an existing scheme.	WYCA	Varies
1.3 Transport Scheme Contributions	Where a development is likely to benefit from, or reliant upon, a scheme that the CA are funding, a developer will be asked for a contribution towards its delivery.	Varies	Where the transport scheme likely to add value to a development the developer will be required to contribute towards delivery to improve the transport offer from the development.	If a development is located within 400m of a CA funded scheme.	WYCA	Varies
2. Public Transport Infrastructure						

2.1 Bus Shelters	Bus shelters –configuration is determined by the footpath width at the development.	£12,000	To enhance journey experience and make travel by public transport a more attractive offer from a development.	New – Shelters will be requested where the stop has 50 or over users per day. Replacement – new shelters will be requested if a development requires the relocation of a shelter that is deemed to be life expired. Relocation – shelter can be relocated if a suitable alternative site can be identified.	WYCA	12 weeks
2.2 Real Time Information Display	Real Time Information Display (RTI) for Shelter	£12,000	To enhance journey experience and make travel by public transport a more attractive offer from a development.	RTI displays will be requested at shelters that are within 400m of the development.	WYCA	12 Weeks
2.3 Raised Kerbing	Raised kerbing at bus stop to allow for low floor bus-boarding	Varies – Not provided by WYCA	Equalities Act	For any bus stop installed	LPA	tbc
2.4 Bus Stop Clearways	Markings placed on the carriageway.	Varies – Not provided by WYCA	As specified under Regulation 29(1) of the General Directions conveying the existence of a 'bus stop/clearway' as defined by Part 1 of Schedule 19 of the General Directions.	For any bus stop installed	LPA	tbc
2.5 Rail Station Enhancements	Adhoc improvements to rail station facilities	Varies	To enhance journey experience and make travel by public transport a more attractive offer from a development.	Improvements will be requested at stations (where necessary) that are within 800m of the development.	WYCA	Varies
3. Public Transport Ticketing Incentives						

3.1 Residential MCard Scheme	Provision of discounted annual MCards and public transport information.	50% discount on ticket cost (plus 10% admin fee)	The aim is to encourage public transport use by house occupiers at new residential development by helping to establish sustainable travel patterns from the very start of occupation.	Each district has specific policies to determine when the scheme will be required.	WYCA	None
4. Public Transport Information						
4.1 Digital Display Service	The Digital Display Service (DDS) allows real time bus information to be displayed on screens for multiple stops on private premises	£500 (not including the hardware)	To allow public transport users to plan their journeys based on live public transport information.	The DDS service is intended for sites where there are number of public transport stops in the vicinity of the site.	WYCA	None
5. Car Share Opportunities						
5.1 Car Clubs	A car club is a membership scheme that gives you access to cars and vans in your locality 24/7 for as long or as little as you need it.	Varies – Not provided by WYCA	Car clubs can help reduce congestion and emissions, improve local environments, and encourage healthier and safer lifestyles.	Large residential or office located in urban areas.	LPA	tbc
6. Improving Cycling and Walking from Developments						
6.1 Cycle Lanes	Segregated cycle lanes can improve access.	Varies – Not provided by WYCA	Provides dedicated cycle routes than can potentially link with the national cycle network. Segregated routes can provide added safety for novice cyclists.	Developments where there is significant potential for cycling, especially developments that are adjacent or near to existing cycle routes or the national cycle network.	LPA	Varies
6.2 Cycle Shelters	Secure covered cycle parking suitable for longer term parking (i.e. commuting)	Varies – Not provided by WYCA	Provides secure and longer term secure cycle parking providing protection from the elements.	Should be considered where cyclists will be parking for longer durations – employment developments and residential developments	LPA	Varies

6.3 Cycle Stands	Cycle stand which fits 5 Sheffield cycle stands within the space of a single car parking bay.	Varies – Not provided by WYCA	Provides short term, secure cycle parking with minimal space and infrastructure requirements.	Mainly used at retail developments for short term parking.	LPA	Varies
6.4 Cycle Hire Scheme	A cycle hire scheme is a membership scheme that gives you access to cycles in your locality 24/7 for as long or as little as you need it.	Varies – Not provided by WYCA	Offers opportunities to use a bike for short journeys to reach destinations	Large residential developments located in urban areas.	LPA	Varies
7. Mobility Hubs						
7.1 Mobility Hubs	A hub incorporating a range transport options (e.g. bus stop, bike hire, EV charging, car hire) alongside community facilities (e.g. parcel lockers). Hubs can vary in size and are tailored to local need	Varies – Not provided by WYCA	Provides alternatives to car travel, increases accessibility, reduces congestion and improves air quality	Large residential and office developments	LPA	Varies
7.2 Micro-consolidation and delivery facilities	Micro-consolidation centres act as a local delivery point for goods and parcels allowing for sustainable delivery by e-van, bikes or on foot or by personal collection	Varies – Not provided by WYCA	Offers improve efficiency, reduces parking pressures and reduces impact and enhance sustainable freight practices in urban areas.	Large residential and office developments	LPA	Varies