

Revised County Parking Standards and Transport Contributions Methodology

Supplementary Planning Guidance adopted by West Sussex County Council, November 2003 (as amended in December 2019).

This document originally contained County Parking Standards. As these have been replaced, all sections relating the County Parking Standards were removed in December 2019.

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Introduction

This Supplementary Planning Guidance (SPG) document was adopted by Cabinet Member for Highways and Transport in November 2003 following consultations with District and Borough Councils, Government Departments and agencies, the building industry, other interested groups and individuals, and the general public via the County Council website and a local press notice.

The SPG has been prepared in partnership with officers from each of the West Sussex District and Borough Councils. It is anticipated that the SPG will be used by the County, District, and Borough Councils when considering development proposals.

The SPG sets out contributions methodology to be applied to commercial and residential development.

The SPG is supplemental to policies DEV3, DEV4, and DEV5 of the Deposit Draft West Sussex Structure Plan 2001–2016, policies T14 and G4 of the adopted West Sussex Structure Plan 1993. It also complements Supplementary Guidance adopted in July 1999: 'The Provision of Service Infrastructure related to New Development in West Sussex, Part 1'.

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Section 1: Background

Contributions Methodology

- 1.1 SPG adopted in July 1999 stresses that developers will be required to provide improvements, or contribute towards the costs, of ensuring that development is acceptable in terms of capacity, safety, and sustainable travel.
- 1.2 Planning Policy Guidance Note 13: Transport (PPG13) now makes it clear that it is inappropriate for a local authority to seek commuted payments based on the lack of parking provided at a site. However, it is still appropriate to seek contributions to secure transport improvements to mitigate the impact of development and improve accessibility by all modes, in particular public transport, walking, and cycling.
- 1.3 County and District officers have developed an alternative contributions methodology, set out in this SPG, which will increase the consistency with which contributions are sought, conforms with the objectives of national and local policy and guidance, and has received support from the Government Office for the South East (GOSE).

Planning Process

- 1.4 The approach set out in this SPG provides a framework within which the County Council (as highway authority) can work with District and Borough Councils (as local planning authorities) to manage new development to assist the achievement of transport and environmental objectives.

Section 2: The Transport Contributions Methodology

- 2.1 In the past significant contributions have been secured to mitigate the impact of development in the form of a commuted sum – a contribution based on the shortfall between parking spaces required and parking spaces provided. PPG13 now makes it clear that it is inappropriate for a local authority to seek commuted payments based around the lack of parking provided on a site. However it is still appropriate to seek contributions to secure transport improvements to mitigate the impact of development and improve accessibility by all modes, in particular public transport, walking, and cycling. The joint officer group considering parking standards has considered how the need for access to a development (and hence, in part, the relationship with the provision of car parking spaces) should relate to developer contributions towards local transport improvements.
- 2.2 A methodology has been developed which relates contributions to 'Total Access Demand' (TAD). This methodology, following a consultation exercise, was adopted as SPG in Crawley for business development in January 2003. The approach has the support of GOSE and is set out in Appendix C.
- 2.3 The concept of TAD as a means of calculating transport contributions has now been applied successfully to a number of developments in Crawley.
- 2.4 This SPG extends the approach across the county to cover B1 and other commercial uses and residential development, as set out in Appendix D.
- 2.5 The proposed methodology compliments SPG adopted in July 1999: 'The Provision of Service Infrastructure related to New Development in West Sussex, Part 1', which requires that developers:
 - "provide or contribute towards the costs of infrastructure and other measure which are necessary to ensure that new development is accessible by sustainable transport";
 - fund necessary new or improved off site infrastructures where the capacity of the existing network is unable to accommodate additional traffic or where additional traffic would prejudice safety.
- 2.6 Contributions secured through the contributions methodology will be allocated to schemes:
 - identified in the document titled 'Highways and Transport Proposed Schemes to be Progressed if Developer Funding is Secured', developed through a consultation exercise and approved by West Sussex County Council (WSCC), or
 - any other scheme which will improve access between the development and local amenities (to include housing, jobs, shops, schools, leisure, and other services).
- 2.7 For residential development it is appropriate that the methodology be used in relation to small- to medium-scale development of up to around 100 units. For larger developments the methodology may provide a guide but improvements to mitigate the impact of development should form part of a full Transport Assessment. It would not be anticipated that

contributions secured from larger developments would be any less than the level of contribution calculated using the contributions methodology.

- 2.8 The methodology will provide a firm basis for negotiation; however, in some circumstances, flexibility will be required. It may, for example, not be appropriate to apply the methodology to affordable or keyworker housing schemes. All developers will have the opportunity to provide a Transport Assessment as an alternative approach to identifying the impact and necessary mitigation measures associated with their development.
- 2.9 A number of notes have been added to Appendix D to provide clarity in relation to the approach and the calculation with respect to commercial and residential development.
- 2.10 It is considered that the approach complies with national policy, local policy, and Circular 1/97. A note setting out the compliance is included as Appendix E.
- 2.11 A justification of the figures used within the methodology is included as Appendix F.

Appendix A

Contributions Methodology Approved and Adopted in Crawley: Total Access Demand (B1 Uses)

Financial Contributions

Parking standards and contributions are based on the concept of meeting Total Access Demand (TAD) or the total access needs generated by the development. TAD can be represented by the total number of employees accessing the site. This is calculated on the basis of one employee per 21m² which is taken to represent the average number of employees to be found in office development.

Financial contributions will be sought to address the impact of a development on the transport network, in accordance with planning guidance. As parking standards will not meet the TAD generated by a development, contributions will be sought towards transport improvements based around securing improved accessibility to the site by all modes, in particular public transport, walking, and cycling. The total contribution calculated using the TAD methodology will be required in addition to off-site works required to meet safety and capacity requirements.

Based on the concept of meeting TAD, the contribution is made up of two elements: a sustainable transport contribution and an infrastructure contribution. These two elements will be combined into a single payment.

Sustainable Access Contribution

This is a financial contribution towards the cost of improvements to alternative modes of access to the development and is based on the number of employees who will use modes of transport other than the car to access the site. It is calculated by subtracting the number of employees who will be provided with a car parking space from the TAD for the site. A contribution of £300 will then be sought for each remaining employee.

- Calculate TAD: $10,000\text{m}^2 / 21\text{m}^2 = 476$
- Employees with a car parking space: $10,000\text{m}^2 / 31\text{m}^2 = 323$
- Employees without a car parking space: $476 - 323 = 153$
- Sustainable Transport Contribution: $153 \times £300 = £45,900$

Note: Crawley has developed an accessibility map which allows reductions to the PPG13 maximum standard of one space per 30m² for B1 development. One space per 31m² is the maximum standard for the Manor Royal area based on accessibility criteria.

Infrastructure Contribution

This is a financial contribution towards the costs of mitigating the effects of those driving to the site thereby creating additional traffic on the road network. The increase in vehicle traffic could also make it less desirable to walk or cycle. The contribution is calculated on the basis of the number of car parking spaces provided.

- Employees with a car parking space: $10,000\text{m}^2 / 31\text{m}^2 = 323$
- Infrastructure Contribution: $323 \times \text{£}600 = \text{£}193,800$

Total Contribution

The total contribution is therefore the Sustainable Transport Contribution plus the Infrastructure Contribution.

- Total Contribution: $\text{£}45,900 + \text{£}193,800 = \text{£}239,700$

Notes

1. Where B1 development is permitted in less accessible locations the PPG13 standard of one space per 30m^2 will be sought. In more accessible area, such as Crawley Town Centre, a maximum of one space per 41m^2 will be permitted.
2. The approach will be applied to development of all sizes.
3. The level of contributions for sustainable transport and infrastructure are based upon the cost of providing a bus service. The differential between the two costs has been set so as to encourage the provision of a reduced number of car parking spaces.
4. TAD and parking standards will be based on gross floorspace. All contributions will be secured via a S106 agreement. Agreements may require money that is not spent within a certain period of time to be repaid to the developer.
5. Money paid over as the financial contribution described above will be kept in a ring-fenced account and will only be allocated to sustainable transport schemes. All allocations of the money will be approved by the Executive of the Borough Council. The allocation of money to schemes will be undertaken in liaison with WSCC.
6. An annual report summarising the total of financial contributions received and where they have been spent will be produced and made publicly available.

Appendix B

Contributions Methodology: TAD – Commercial and Residential Uses

Total Access Demand: Commercial Development

The principle of Total Access Demand (TAD) has been established through the adoption, following widespread consultation, of SPG in Crawley. TAD is based on the principle of securing improved accessibility by all modes and mitigating the impact of those accessing development by car. The methodology considers the total number of people accessing a site and the number of those accessing a site who are provided with a parking space. A sustainable access contribution and an infrastructure contribution are required. The differential between the two elements of the contribution has been set to encourage the development of accessible sites and the provision of a reduced number of car parking spaces. Hence, the more accessible the site, the lower the level of parking requirement and the lower the level of contribution required.

The adopted approach for B1 development calculates TAD based on one employee per 21m² of office development. This figure is established from the SERPLAN report, 'The Use of Business Space: Employment Densities and Working Practices in South East England, March 1997'. The same report provides guidance in relation to warehousing, industrial, and manufacturing uses. Assuming that gross floor area is 17.5% greater than net floor area, established in the SERPLAN report, the following employment densities (Table 1) are derived from the SERPLAN report.

Table 1: Employment Densities

| Use | Floorspace to Labour (net) | m² per Worker (gross) |
|---------------|-----------------------------------|---|
| Offices | 17.9 | 21.0 |
| Industrial | 31.8 | 37.0 |
| Manufacturing | 29.7 | 35.0 |
| Warehousing | 40.1 | 47.0 |

Hence, the same methodology established for B1 development can be used to establish contributions associated with other commercial uses; for example, a 10,000m² development – see Table 2.

Table 2: Establishing contributions for commercial uses - example of 10,000m² development

| Use Class | TAD | Parking Provision | Sustainable Access Contribution | Infrastructure Contribution |
|------------------|------------|----------------------------------|---|--|
| B1 Office | 476 | 1:30m ² = 333 spaces | $(476 - 333) \times \text{£}300 = \text{£}42,900$ | $333 \times \text{£}600 = \text{£}199,800$ |
| B2 Industrial | 270 | 1:40m ² = 250 spaces | $(270 - 50) \times \text{£}300 = \text{£}6,000$ | $250 \times \text{£}600 = \text{£}150,000$ |
| B8 Warehousing | 213 | 1:100m ² = 100 spaces | $(213 - 100) \times \text{£}300 = \text{£}33,900$ | $100 \times 600 = \text{£}60,000$ |

It is apparent that development that will generate a lower level of traffic and hence have a lower level of impact will be required to make a lower level of contribution.

If, due to the accessible nature of a site, parking provision below the maximum can be permitted the sustainable access contribution would increase and the infrastructure contribution would reduce. Overall a lower level of contribution would be required.

Total Access Demand: Residential

The principle of Total Access Demand can equally be applied to residential development. County records highlight the average occupancies for residential development shown in Table 3. Note that this refers to total occupancy as all occupants will generate movement and hence impact on the transport network.

Table 3: Average occupancies for residential development

| Development | Average Occupancy |
|--------------------|--------------------------|
| 1-bed unit | 1.3 |
| 2-bed unit | 1.5 |
| 3-bed unit | 2.2 |
| 4-bed unit | 3.0 |

Applying the infrastructure contribution for those with access to a parking space and the sustainable access contribution for those who have not – see Table 4.

Table 4: Applying the Infrastructure Contribution for those with access to a parking space and the Sustainable Access Contribution for those without access

| Development | Occupancy | Parking Provision | Sustainable Access Contribution | Infrastructure Contribution |
|--------------------|------------------|---------------------------------|--|--|
| 10 x 1-bed units | 13 | 1 space per unit = 10 spaces | $(13 - 10) \times \text{£}300 = \text{£}900$ | $10 \times \text{£}600 = \text{£}6,000$ |
| 10 x 1-bed units | 13 | 0.5 spaces per unit = 5 spaces | $(13 - 5) \times \text{£}300 = \text{£}2,400$ | $5 \times \text{£}600 = \text{£}3,000$ |
| 10 x 2-bed units | 15 | 1 space per unit = 10 spaces | $(15 - 10) \times \text{£}300 = \text{£}1,500$ | $10 \times \text{£}600 = \text{£}6,000$ |
| 10 x 2-bed units | 15 | 1.5 spaces per unit = 15 spaces | 0 | $15 \times \text{£}600 = \text{£}9,000$ |
| 10 x 3-bed units | 22 | 2 spaces per unit = 20 spaces | $(22 - 20) \times \text{£}300 = \text{£}600$ | $20 \times \text{£}600 = \text{£}12,000$ |
| 10 x 4-bed units | 30 | 3 spaces per unit = 30 spaces | 0 | $30 \times 600 = \text{£}18,000$ |

The development of smaller units will generate less demand for movement and will hence be required to make a lower level of contribution – contributions from one-bed units with one car parking space per unit will average £600 per unit whilst contributions related to four-bed development with three car parking spaces per unit will average £1,800 per unit.

Notes

1. The sustainable access contribution and infrastructure contribution will be required in addition to contributions or improvements required to ensure that the development provides sustainable and safe access within the capacity of the transport network provide.
2. The sustainable access contribution and the infrastructure contribution will be required in addition to the costs of managing on-street parking required as a result of proposed development.
3. With respect to commercial development the sustainable access contribution and infrastructure contribution will be required in addition to measures incorporated within a travel plan.
4. With respect to commercial development TAD will be based on gross floor area.
5. With respect to residential development concessions may be made in respect of affordable or keyworker housing to reflect the potential for lower levels of movement generated by these types of development.
6. No thresholds are proposed below which the methodology will not apply, however for practical reasons, thresholds may be agreed with individual District and Borough Councils. If thresholds are applied then the level of contribution may need to be reconsidered in accordance with Appendix F.
7. For residential development the methodology will be used for developments up to 100 units. Above this a full Transport Assessment will be required.
8. The methodology relates to the impact of new development – allowances will be made for movement generated by existing uses on a development site or existing parking provision provided on a site. Hence for the purposes of the contributions methodology development includes all proposals likely to result in a net increase in movement.
9. The TAD methodology provides a guide to aid transparency, consistency and equity when considering developer contributions. Exceptional circumstances will be considered on their merits. All developers have the option of providing a Transport Assessment as an alternative approach to assessing the impact of development and hence appropriate mitigation measures.
10. An assessment of wider planning objectives could result in the level of contribution being reviewed in exceptional circumstances.
11. The methodology should be considered in relation to the approved list of schemes to be funded if developer contributions become available – contributions will be ring-fenced and allocated to these schemes or others identified by the Highway Authority in partnership with the District and Borough Planning Authorities.

12. Contributions could secure improvements to facilities for the disabled, pedestrians, cyclists, public transport services or facilities, traffic management or safety enhancements.
13. Contributions will only be secured towards proposals that will influence travel patterns to/from development either on their own or as part of a package. Contributions will not be sought from development if no improvement can be identified that relates directly to movement generated by the development.
14. Contributions will be secured via a S106 agreement.
15. An annual report summarising the total of financial contributions received and where they have been spent will be produced and made publicly available.
16. Similar principles may be applied with respect to other use classes – however adjustments would need to be made with respect to retail development, for example, to reflect access by those other than employees or residents.
17. TAD relates directly to occupancy levels. Where local information suggests that alternative occupancy levels are more appropriate these will be considered.
18. Separate provisions apply in relation to development impacting on the trunk road network. These provisions are set out in Department for Transport, Local Government, and the Regions (DTLR) Circular 04/2001 (Control of Development Affecting Trunk Roads and Agreements under Section 278 of the Highways Act 1980).
19. The approach will not be applied retrospectively to sites with unimplemented planning permissions.
20. The level of contributions will be reviewed annually, to include an inflation increase in accordance with relevant construction indices.

Appendix C

Transport Contributions Methodology: Compliance with National Policy, Local Policy, and Circular 1/97

Introduction

Following consultation on the draft SPG a number of questions were raised in relation to how the methodology relates to Circular 1/97.

Circular 1/97 sets out the Government's policy for the use of planning obligations.

This paper highlights how the methodology complies with Government and Local planning guidance and with the key tests set out in Circular 1/97.

Relationship with National Policy, Local Policy, and Circular 1/97

| Views of GOSE | WSCC Transport Contributions Methodology |
|---|---|
| <p>GOSE have been consulted on this proposal. They are satisfied that the proposal is generally consistent with national and regional planning guidance.</p> | <p>Methodology consistent with national and regional planning guidance.</p> |
| National Planning Policy Guidance: PPG13 Transport | WSCC Transport Contributions Methodology |
| <p>PPG13 indicates that planning obligations may be used to achieve improvements to public transport, walking, and cycling, where such measures would be likely to influence travel patterns to the site involved, either on their own or as part of a package of measures. In preparing their development plans and determining planning applications, local authorities, in conjunction with work on the local transport plan, should negotiate for improvements to public transport; create more direct, safe and secure walking routes; seek the provision of cycle routes and cycle priority measures.</p> | <p>Methodology secures contributions to public transport, walking and cycling improvements identified by County and District/Borough Councils.</p> <p>Note added to the SPG document to make it clear that 'Contributions will only be sought towards proposals which will influence travel patterns to/from the site involved either on their own or as part of a package of measures'.</p> |
| <p>While the individual circumstances of each site and the nature of the proposal will affect the details of the planning obligations in relation to transport, developers will be expected to contribute more to improving access by public transport, walking and cycling for development in locations away from town centres and major transport interchanges, than development on more central sites.</p> | <p>Methodology requires a lower level of contribution for development of more central sites. The method reflects PPG13 guidance.</p> |
| <p>Given that there should be no minimum parking requirements for development it is inappropriate for a local authority to seek commuted sums based purely around the lack of parking on the site.</p> | <p>Methodology secures contribution based on Total Access Demand. The contribution is not based on the lack of parking on site. The method reflects PPG13 guidance.</p> |

| Local Policy: Structure Plan | WSCC Transport Contributions Methodology |
|--|--|
| <p>The West Sussex Structure Plan 2001-2016 Deposit Draft highlights the following policies.</p> <p>DEV3: New development should not be permitted unless the infrastructure needs it creates (including facilities and services) are met, it does not impose costs on the existing residents or businesses of West Sussex, and, where possible, it accommodates existing needs.</p> <p>The explanatory memorandum highlights (para 395), "Even one dwelling contributes to demand to use facilities or services, such as open space or school places, as well as needing to be directly served by physical infrastructure, such as roads and utilities. It is fair and reasonable that contributions are sought from developers towards the provision of infrastructure to serve needs arising from their development".</p> <p>"New development will not be expected to meet the needs of current residents and businesses of West Sussex that is to meet existing shortfalls or deficiencies in the provision of infrastructure. However, inadequate infrastructure may need to be improved if new development is not to exacerbate existing deficiencies. In such cases, new development should contribute towards any improvement which is required to avoid worsening an already unsatisfactory situation."</p> <p>DEV4: Development should not be permitted unless: the travel needs it generates are met; where possible, it reduces the need to travel; it achieves safe and convenient access by a choice of means of travel; and the number of motorised journeys is minimised.</p> <p>DEV5: Development should not be permitted unless the level of parking is compatible with the need to avoid environmental or safety problems and the need to encourage walking, cycling, and the use of passenger transport, where this is, or can be, a realistic alternative.</p> | <p>The methodology is prepared to be supplemental to policies DEV3, DEV4, and DEV5 of the Deposit Draft Structure Plan 2001-2016.</p> <p>The methodology recognises the cumulative impact of small development on the transport network.</p> <p>The methodology is linked to the document 'Proposed Schemes to be Progressed if Developer Funding is Secured'. This document provides a link between the Local Transport Plan (LTP) and the policies set out in PPG13 relating to new development.</p> <p>A note has been added to the SPG clarifying the link between the SPG and the document highlighting schemes.</p> <p>A note has been added to the SPG to stress that if a developer produces an effective alternative approach to mitigating the impact of their development then this could be considered as an alternative to the contributions methodology.</p> |

| Local Policy: Structure Plan | WSCC Transport Contributions Methodology |
|--|---|
| <p>West Sussex Structure Plan 1993, adopted July 1993, highlights the following policies.</p> <p>Policy T14: Development (including the use of land) will be required to be located, designed, and carried out so that it would:</p> <ul style="list-style-type: none"> ▪ have safe and adequate access to the main road network; ▪ cater safely and adequately for any vehicular traffic it would generate; ▪ not reduce safety or worsen traffic conditions materially for existing highway users (or would incorporate satisfactory remedial measures); ▪ be accessible by public transport and where relevant, not reduce (and if possible improve) its operating efficiency; ▪ have safe and adequate access for pedestrians, cyclists, and the disabled; and ▪ include provision for parking and, if appropriate, loading space (except in some town centres and conservation areas where special policies apply). <p>The explanatory memorandum indicates that, "All development has implications for movement: it is important that they are taken into account before permission is given. Development must make provision for dealing with traffic problems related to it, for connection to existing transport systems, and for parking and loading. The County Council has had to adopt a less flexible attitude as the effects of financial restraint have become more evident: with the other demands it has to meet it cannot afford to spend money correcting problems which may be caused by development, and must ensure that they are not (as policy G4 requires). Where a developer is unable or unwilling to do this permission will have to be refused: however, experience shows that it is often possible for developers and the Planning and Highway Authorities in partnership to achieve worthwhile results, and the County Council will continue to work in this way".</p> | <p>The methodology is prepared to be supplemental to policies T14 and G4 of the adopted West Sussex Structure Plan 1993.</p> <p>The methodology recognises the impact of all development on the transport network.</p> <p>The methodology is linked to the document 'Proposed Schemes to be Progressed if Developer Funding is Secured'. This document provides a link between the LTP and the policies set out in PPG13 relating to new development.</p> <p>A note has been added to the SPG clarifying the link between the SPG and the document highlighting schemes.</p> <p>A note has been added to the SPG to stress that if a developer produces an effective alternative approach to mitigating the impact of their development then this could be considered as an alternative to the contributions methodology.</p> |

| Local Guidance: SPG adopted July 1999 – The Provision of Service Infrastructure related to New Development in West Sussex, Part 1 | WSCC Transport Contributions Methodology |
|--|---|
| <p>Sets out how the infrastructure requirements arising from new development will be assessed and sought when local plans are prepared or planning applications submitted.</p> <p>States that, “the whole approach is intended to be fair, reasonable and transparent and in accordance with the guidance given in Department of the Environment and the Regions Circular 1/97 – Planning Obligations”.</p> | <p>The approach highlighted in the SPG complements the County SPG adopted in July 1999 following consultations with the District Councils, Government Departments, the Environment Agency, the building industry, and other interested groups and individuals.</p> |
| <p>The document highlights that:</p> <ul style="list-style-type: none"> ▪ “Service needs are often calculated on the basis of the population increase that development would generate. This applies to all housing development” (para 2.7.6); ▪ “It is not considered appropriate to set an overall threshold below which infrastructure contributions will not be sought” (para 2.7.3); ▪ “In relation to new development, all the infrastructure and other appropriate measures needed to facilitate the additional movements of people and goods in ways which are safe, sustainable and otherwise satisfactory will be sought from the developer” (para 3.3.1); ▪ “Provision for modes of travel which are more sustainable than the car, such as walking, cycling, and public transport, is important in relation to all development. Therefore, developers will be required to provide or contribute towards the costs of infrastructure and other measures which are necessary to ensure that new development is accessible by sustainable transport modes” (para 3.3.4). | <p>The methodology is related to movement generation based on housing occupancy.</p> <p>The methodology applies to all residential and commercial development without thresholds.</p> <p>All new development will potentially generate movement which must be facilitated – the proposed methodology requires all development that generates additional movement to contribute in order to mitigate the impact of the development.</p> <p>The methodology requires all development generating additional movement to contribute. Overall the methodology complements the adopted SPG.</p> |

| Law: Section 106(2) | WSCC Transport Contributions Methodology |
|--|--|
| <p>Provides that a planning obligation may provide for payments of money to be made, either of a specific amount or by reference to a formula.</p> | <p>Methodology consistent with S106.</p> |
| Government's Policy for the Use of Planning Obligations: Circular 1/97 | WSCC Transport Contributions Methodology |
| <p>Negotiations should be fair, open, and reasonable.</p> | <p>A key objective of the methodology is to make the process more equitable and transparent.</p> |
| <p>Contributions should be necessary and relevant to planning where a proposed development would, if implemented, create a need for particular facilities or would have a damaging impact on the environment or local amenity, or would adversely affect national or local policies it will usually be reasonable for planning obligations to be sought.</p> <p>In some circumstances, on sites proposed for major development inadequately served by modes other than the private car, to improve accessibility the provision of contributions may be appropriate towards, e.g. new/improved bus/rail stations or facilities, park-and-ride schemes, improved bus services/shelters and other capital items, widened access, turning spaces, and improved measures for cyclists/pedestrians (in line with PPG13 aims).</p> <p>Development plan policies which are likely to be unacceptable include those which are a blanket formulation. This may not take proper account of whether the contribution is fairly and reasonably related to the development proposed. For example, it would be unacceptable to seek to ensure that all housing developments of more than thirty dwellings provides children's play areas since some of them may not be suitable for family homes.</p> | <p>All development that generates movement which impacts on the local environment creates a need for improvements to the transport network. Cumulatively the impact of a range of small developments is significant. The methodology requires a contribution from all development towards proposals which will meet LTP (and PPG13) objectives and will improve facilities or mitigate environmental impact.</p> <p>The methodology will secure contributions for proposals of this nature.</p> <p>The methodology is not a blanket formulation. It is only applicable to development that will generate a transport impact and hence the need for improvements.</p> <p>A note has been added to the SPG to stress that if a developer produces an effective alternative approach to mitigating the impact of their development then this could be considered as an alternative to the contributions methodology.</p> <p>The proposed methodology will secure contributions that are necessary and relevant to planning in accordance with Circular 1/97.</p> |

| Government's Policy for the Use of Planning Obligations: Circular 1/97 | WSCC Transport Contributions Methodology |
|--|---|
| <p>Directly related to the proposed development.</p> | <p>The methodology is linked to the document 'Proposed Schemes to be Progressed if Developer Funding is Secured'. This document provides a link between the LTP and the policies set out in PPG13 relating to new development. This document highlights priorities but is not exhaustive – it may be that further improvements will be identified in relation to specific development proposals. The document will be updated annually.</p> <p>If improvements cannot be identified that relate directly to movement generated by the development then a contribution will not be sought.</p> <p>A note has been added to the SPG confirming that contributions will not be sought if improvements that relate directly to movement generated by the development cannot be identified and that contributions will only be allocated to improvements that relate directly to movement generated by the development.</p> <p>The methodology will secure contributions to improvements that are directly related to the proposed development.</p> |
| <p>Fairly and reasonably related in scale and kind to the proposed development.</p> | <p>Justification for the level of contribution required will be added to the SPG – included as a separate paper.</p> <p>The levels of contributions have been assessed in line with national assumptions, LTP objectives and targets, and historic approaches to contributions.</p> <p>The methodology will secure contributions that are reasonably related in scale and kind to the proposed development.</p> |

| Government’s Policy for the Use of Planning Obligations: Circular 1/97 | WSCC Transport Contributions Methodology |
|---|---|
| <p>Reasonable in all other respects: "... situations may arise where an infrastructure problem exists prior to the submission of an application for planning permission. Although the need to improve, upgrade, or replace such infrastructure does not arise directly from proposed development, it would clearly be inappropriate to grant planning permission for a development that would exacerbate a situation which is already unsatisfactory. However, developers may reach agreement with a local planning authority or an infrastructure undertaker to bring forward in time a project which is already programmed but is some years from implementation".</p> | <p>Schemes identified in 'Proposed Schemes to be Funded if Developer Funding is Secured' will address identified infrastructure problems. The methodology will seek a contribution only if the identified improvements relate to movement generated by the development.</p> <p>Overall the methodology conforms with the key tests set out in Circular 1/97.</p> |
| Community Infrastructure Levy (CIL) Regulations 2010 | WSCC Transport Contributions Methodology |
| <p>Regulation 122 of the CIL Regulations gave the three tests referred to above a legal status so that any obligation requested under Section 106 must meet these three tests.</p> | <p>This is demonstrated above by the TAD methodology approach to obligations towards sustainable transport improvements</p> |
| <p>Upon the introduction of the Regulations (2010), Local Planning Authorities were encouraged to adopt CIL as their preferred approach for collecting developer contributions.</p> | <p>In Local Planning Authority areas where Section 106 is still the preferred methodology for developer obligations then TAD will still apply.</p> |
| CIL (Amendment) Regulations 2019 | WSCC Transport Contributions Methodology |
| <p>From April 2015 the CIL Regulations imposed limitations on pooling more than five planning obligations towards a single piece of infrastructure.</p> <p>The 2019 amendments removed the previous restriction and it is now possible to combine Section 106 and CIL payments in order to fund necessary infrastructure</p> | <p>TAD will continue to be used to mitigate against the impact of development by the implementation of sustainable transport measures which are local to the development.</p> |

Conclusion

Overall the methodology conforms with national policy, local policy, Circular 1/97, and the CIL Regulations 2010 with subsequent amendments. Notes will be added to the SPG to address issues raised and add clarity where appropriate.

Appendix D

Total Access Demand: Justification for the Levels of Contribution

Background

The Total Access Demand (TAD) contributions methodology identifies an infrastructure contribution of £600 and a sustainable transport contribution of £300. The differential has been set to provide a clear incentive to develop in accessible locations – the more accessible the site the lower the level of car parking provided and hence the lower the level of contribution.

The level of the contributions has been based on a range of assessments that are explained below. It is acknowledged that when the methodology is operating in practice these levels will need to be reviewed, particularly if exemptions from the methodology are defined.

The level of contributions will be reviewed annually, to include an inflation increase in accordance with relevant construction indices.

It must also be stressed that the TAD methodology provides a contribution to offset the impact of development on the wider transport network. Direct requirements associated with ensuring that the development provides safe access within the capacity of the transport network and in a sustainable location will be required in addition.

Annual Progress Report: Priorities and Targets

The Local Transport Plan for West Sussex Annual Progress Report 2002/2003 (APR) indicates transport priorities and targets. The document is endorsed by GOSE. The document acknowledges that in order to meet targets enhanced levels of expenditure will be required with respect to choice, safety, integration, accessibility, economic, and environmental objectives (Figure 4.5).

Planning Policy Guidance Note 13: Transport (PPG13) requires authorities to demonstrate a linkage between land-use planning and transport policies.

New development will generate a significant proportion of new trips on the transport network over the coming years.

The APR highlights that it is necessary to secure development funding in order to achieve LTP objectives and targets for the environment, integration, and accessibility (para 4.1 and 4.4). Allocations need to increase from £0.5M in 2003/04 to £4.5M in future years with respect to these objectives.

Developer contributions will also contribute to achieving choice, safety, and economic objectives (around 10% of the allocation to economic objectives relates to town centre enhancements for which developer contributions should be secured).

Developer contributions also provide a significant element of funding for major schemes highlighted in the APR; Fastway, for example.

The LTP relies on a level of developer contribution in excess of £4.5M per annum if targets and objectives are to be achieved.

10-Year Transport Plan: Funding Requirements

The 10-year Transport Plan highlights that it is anticipated that the LTP will provide 68% of funding to meet local transport objectives (Table 2, Chapter 5). The remaining 32% is to be raised from private investment.

Developer funding provides the primary opportunity to secure the 32% of funding to be secured from private investment.

The West Sussex Annual Progress report 2002/2003 identifies the need for an LTP allocation, to local transport initiatives, of in the region of £10-11M in future years. Assuming that this represents 68% of funding required if local transport objectives are to be achieved then the overall funding requirement is £14.7-16.2M.

Hence the element to be secured from developer contributions equates to £4.7-5.2M.

Forecast Contribution from TAD Approach

Based on the TAD approach for residential and commercial development and the following assumptions:

- Employment at one employee per 21m² and one parking space per 30m² provides an average contribution of £510 per employee.
- Structure Plan (Deposit Draft, November 2001) proposes 1,350,000m² of employment space (B1, B2, and B8) over 15 years.
- Assumptions in background paper to 1996 Structure Plan highlight average space per employee (across all B1, B2, and B8) as 34.9m² per job in central towns and 31.5m² per job in coastal towns.
- Policy NE1 highlights:
 - Adur – 7,333m² p.a.
 - Arun – 16,000m² p.a.
 - Worthing – 7,333m² p.a.
 - Chichester – 14,000m² p.a.
 - Total = 44,666m² p.a. @ 1 employee per 31.5m² = 1,418 employees @ £510 per employee = **£723,180**.
 - Crawley – 18,700m² p.a.
 - Horsham – 12,700m² p.a.
 - Mid Sussex – 14,000m² p.a.
 - Total = 45,400m² p.a. @ 1 employee per 34.9m² = 1,300 employees @ £510 per employee = **£663,000**.
 - Total contribution from Commercial = £1.386M.**
- Average household occupancy = 2.3.
 - Policy NE1: 3,100 new dwellings p.a.
 - Average 1.5 parking spaces per unit.
 - £600 per parking space = 3,100 x 1.5 x £600 = £2.79M.

£300 per resident without parking =
 $3,100 \times 2.3 - (3,100 \times 1.5) \times £300 = £0.744M.$

Total contribution from Residential = £3.534M.

- **TOTAL CONTRIBUTION FROM TAD = £4.920M P.A.**

Funding a Bus Service

The method has been assessed against a historic approach to contributions. In the past B1 development of approximately 10,000m² has been required to fund new bus services for a minimum of three years – although this approach is now seen as simplistic in terms of improving accessibility and the sustainability of a site, and a service would be now required to run over a significantly longer period, it does provide a useful audit.

Contributions from the development using this historic approach have been based on the cost of providing a new bus over three years hence
 $£90,000 \times 3 = £270,000.$

Using the proposed methodology:

- 10,000m² generates 476 employees.
- Based on one car parking space per 30m², 333 employees would be provided with a parking space.
- Hence a contribution using the proposed methodology of
 $(333 \times £600) + (143 \times £300) = £242,700.$

Conclusion

The current levels of contribution through the TAD method have been assessed in line with current national assumptions; LTP objectives and targets; and historic approaches to contributions.

Approaches suggest that a funding level between £4.5M and £5.2M per annum should be secured through developer contributions if targets and objectives are to be achieved.

TAD should provide an income of £4.920M per annum.

The levels of contribution set within TAD are consistent with that assumed to be raised through development opportunities in national and local guidance.

It is proposed that income is monitored and the levels adjusted if necessary.

Impact of Exempting Smaller Development

It has been suggested to West Sussex County Council that TAD should not be applied to residential development of under five units.

Evidence from Worthing Borough Council suggests that 40% of smaller scale development is less than five units.

40% of residential development highlighted in the Structure Plan is associated with Strategic Locations and will therefore make a contribution:
 $3,100 \times 0.4 = 1,240.$

Of the remaining 1,860, only 60% would contribute if development of less than five units were exempt. Hence, 1,116 units would contribute.

Hence, the total number of units contributing reduces from 3,100 to 2,356.

Hence, the contribution from residential development would fall to:
 $(2,356 \times 1.5 \times \text{£}600) + ((2,356 \times 2.3 - (2,356 \times 1.5)) \times \text{£}300) = \text{£}2.686\text{M}.$

Hence the total contribution from TAD would fall to:
 $\text{£}2.686\text{M} + \text{£}1.386\text{M} = \text{£}4.072\text{M}.$

This reduces the contribution available to support the LTP allocation by $\text{£}850,000.$

In order to achieve the level of contribution provided by the current proposal ($\text{£}600$ and $\text{£}300$ contributions from all development), contributions would need to be increased for residential development to $\text{£}800$ for the infrastructure contribution and $\text{£}400$ for the sustainable transport contribution.

$(2,356 \times 1.5 \times \text{£}800) + ((2,356 \times 2.3) - (2,356 \times 1.5)) \times \text{£}400 = \text{£}3.581\text{M}$

On this basis one-bed units with one car space would contribute an average of $\text{£}920$ per unit and a four-bed unit with three car parking spaces would contribute an average of $\text{£}2,400$ per unit.

Appendix E

The Status of this Document as Supplementary Planning Guidance

Introduction

This appendix sets out the status of this document as Supplementary Planning Guidance (SPG) and considers the weight to be given to it as a material consideration in deciding planning applications.

The Government's planning policy guidance (PPG12) indicates that SPG must be consistent with national and regional planning guidance as well as the development plan, that it should be clearly cross referenced to the relevant plan policy or proposal, that its status should be made clear, and that it may be taken into account, as a material consideration, in deciding planning applications.

The guidance suggests that the weight accorded to SPG in deciding planning applications will increase if it has been prepared in consultation with the general public, businesses, and other interested parties, and has been the subject of a resolution to adopt as supplementary guidance. Comments should also be invited from the Government Office for the region when SPG is subject to formal consultation.

This appendix demonstrates that this document has been developed following extensive consultation and that all comments have been considered carefully and addressed as appropriate.

Background

PPG13, published in March 2001, required local authorities to review parking standards. PPG13 also made it clear that it was no longer appropriate to secure commuted sums, based on parking spaces not provided, from development.

A Transport Issues Group, consisting of representatives of the County Council and each Borough/District Council, was established in October 2001 to progress a range of PPG13 issues, including parking standards and developer contributions.

Both the parking standards and contributions methodologies have been progressed in two stages.

Parking Standards:

- PPG13 and residential standards approved by Cabinet Member for consultation in September 2002. Results of consultation reported and standards adopted in July 2003.
- Other parking standards approved by Cabinet Member for consultation in July 2003. Results of consultation reported and standards adopted in November 2003.

Contributions Methodology:

- TAD methodology for B1 use class in Crawley Borough approved by Crawley Borough Council for consultation in June 2002. Results of consultation reported and approach adopted by Crawley Borough Council in January 2003.

- TAD methodology for commercial and residential uses approved by Cabinet Member for consultation in July 2003. Results of consultation reported and method adopted in November 2003.

Consistency with Policy and Guidance

The Government Office for the South East (GOSE) have been consulted at each stage of the process and have confirmed, in each case, that the approach taken is consistent with national and regional planning guidance.

Appendix E demonstrates how the approach complies with national and local policy and the Planning Obligations Circular 1/97.

This SPG is supplemental to policies DEV3, DEV4, and DE5 of the Deposit Draft Structure Plan 2001-2016. It is also supplemental to policies T14 and G4 of the approved West Sussex Structure Plan 1993.

Consultations Undertaken and Representations Received

Each stage of the development of this document has been the subject of extensive consultation.

The PPG13 and residential parking standards were widely circulated to the industry, GOSE, other Government Departments as well as other interested parties and individuals.

The TAD methodology for B1 use was subject to an extensive consultation undertaken by Crawley Borough Council.

The parking standards for classes other than for PPG13/Residential, and the TAD approach county wide for commercial and residential uses, was circulated to the industry, GOSE, other Government Departments as well as other interested parties and individuals. In addition this element was subject to public consultation via the County Council website and a public press notice.

Overall the approach has been welcomed however a number of reservations and comments have been raised. The document has been amended to reflect these comments where appropriate.

The approach has the support of District and Borough Councils (some with reservations) and GOSE.

A summary of consultation responses has been reported to the Cabinet Member, with comments and proposed actions, prior to adoption of this document. A separate document containing summaries of consultation responses is available on request.

Conclusion

This SPG document is consistent with planning policy and guidance. It has been prepared in consultation with the general public, businesses, and other interested parties. It has the support of GOSE. It has been formally adopted by West Sussex County Council as SPG. It is recommended to the seven District/Borough Councils for adoption as SPG.

Therefore, in accordance with the advice in PPG12, this SPG shall be regarded as a material consideration of substantial weight in the determination of planning applications.

Appendix F

Structure Plan Policies

Approved West Sussex Structure Plan 1993

Policy G4: The Relationship between Development and the Provision of Infrastructure

Development will not normally be permitted unless the infrastructure directly required to service it can be made available at the appropriate time. Where it cannot, but it is planned, permission may be granted in anticipation of this: in such circumstances a Planning Authority may attach a condition requiring the infrastructure to be in position before use of the development commences, or may require large developments to be phased in step with infrastructure provision.

Infrastructure in this context includes transport networks, utility services (including fire hydrants and an adequate water supply for fire-fighting), land drainage, sewage disposal, public open space, and land for any community facilities, and appropriate services, such as education and health facilities, for which the need is generated primarily by the development.

Policy T14: Access Requirements for Development

Development (including the use of land) will be required to be located, designed, and carried out so that it would:

- have safe and adequate access to the main road network;
- cater safely and adequately for any vehicular traffic it would generate;
- not reduce safety or worsen traffic conditions materially for existing highway users (or would incorporate satisfactory remedial measures);
- be accessible by public transport and, where relevant, not reduce (and if possible improve) its operating efficiency;
- have safe and adequate access for pedestrians, cyclists, and the disabled;
- include provision for parking and, if appropriate, loading space (except in some town centres and conservation areas where special policies apply).

Where the Highway Authority is not satisfied on these matters, or where the requirements of policy G4 are not met, the authority will recommend the refusal of planning permission.

There is a presumption against:

- the formation of any means of access to a highway forming part of the Strategic or Supporting Network; or
- the intensification of the use of an existing access on this Network where the traffic capacity of the existing highway is being, or is near to being, exceeded.

The provision of parking space will be required in relation to standards adopted from time to time by the Highway and Planning Authorities and stated in local plans. Where development is permitted and there is uncertainty about which of two or more possible uses will occur, parking space will be provided according to the standard applicable to the use which generates the highest requirement.

West Sussex Structure Plan 2001-2016 Deposit Draft

Policy DEV3: Infrastructure requirements

Part (a): New development should not be permitted unless the infrastructure needs it creates (including facilities and services) are met, it does not impose costs on the existing residents or businesses of West Sussex, and, where possible, it accommodates existing needs.

Policy DEV4: Travel Needs and Choices

Part (a): Development should not be permitted unless: the travel needs it generates are met; where possible, it reduces the need to travel; it achieves safe and convenient access by a choice of means of travel; and the number and impact of motorised journeys is minimised.

Policy DEV5: Parking Provision

Part (a): Development should not be permitted unless the level of parking is compatible with the need to avoid environmental or safety problems and the need to encourage walking, cycling, and the use of passenger transport, where this is, or can be, a realistic alternative.