

Nottingham City

# land and planning policies

Development Plan Document  
Local Plan Part 2



**Transport Background Paper**

January 2016



Nottingham  
City Council

**Quick Guide to the Transport Background Paper to the Land and Planning Policies Development Plan Document Publication Version of the Land and Planning Policies (LAPP) document (Local Plan Part 2) (see [www.nottinghamcity.gov.uk/localplan](http://www.nottinghamcity.gov.uk/localplan))**

**Purpose of this document:**

The Land and Planning Policies (LAPP) document (Local Plan Part 2) forms part of the Local Plan for Nottingham City along with the Core Strategy which guides future development in Nottingham City.

The Local Plan Part 2 contains development management planning policies and site allocations against which planning applications for future development proposals in Nottingham City will be determined.

Following a consultation period on the Local Plan Part 2 which will run from 29 January to 5pm on 11th March 2016, the Local Plan Part 2 will be submitted for independent examination, where its soundness will be tested.

The purpose of this paper is to consider Nottingham City Council's approach to transport and to explain the basis for the transport related policies contained within the publication version of the Local Plan Part 2: This paper looks at both the national and local policy context for transport within Nottingham. It analyses the requirements of the National Planning Policy Framework (NPPF), the strategic policies set out in the adopted Greater Nottingham Aligned Core Strategy (ACS) and the Nottingham Local Transport Plan.

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## **1. Introduction**

- 1.1 The purpose of this paper is to consider Nottingham City Council's approach to transport and to explain the basis for the transport related policies contained within the publication version of the Local Plan Part 2: Land and Planning Policies Document (LAPP).
- 1.2 The transport background paper forms part of the evidence base supporting the emerging LAPP Document.
- 1.3 This paper looks at both the national and local policy context for transport within Nottingham. It analyses the requirements of the National Planning Policy Framework (NPPF), the strategic policies set out in the adopted Greater Nottingham Aligned Core Strategy (ACS) and the Nottingham Local Transport Plan.

## **2 National Policy**

### National Planning Policy Framework (2012)

- 2.1 The National Planning Policy Framework (NPPF), which was published in March 2012, sets out the Government's planning policies, including those relating to transport. The NPPF must be taken into account in the preparation of local plans, which should be consistent with the Framework, and is a material consideration in planning applications.
- 2.2 The NPPF requires that all plans should be based upon, and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally.
- 2.3 Amongst the core principles (NPPF paragraph 17) the following requirements are placed on planning authorities:-
  - To 'proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;' and;
  - To 'actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are, or can be made sustainable.'
- 2.4 Alongside transport policies having an important role to play in facilitating sustainable development, the Framework also states<sup>1</sup> that they also contribute to wider sustainability and health objectives.
- 2.5 A requirement for appropriate infrastructure to support sustainable development is detailed in the NPPF which comments that 'Local

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<sup>1</sup> NPPF paragraph 29

authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development<sup>2</sup>.

- 2.6 The NPPF also states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Travel plans are described as being a key tool to exploit opportunities for the use of sustainable transport modes for the movement of goods or people.
- 2.7 The NPPF directs factors to be taken into account by local authorities, if setting local parking standards for residential and non-residential development, these factors are:
- the accessibility of the development;
  - the type, mix and use of development;
  - the availability of and opportunities for public transport;
  - local car ownership levels; and
  - an overall need to reduce the use of high-emission vehicles

#### National Planning Practice Guidance (NPPG)

- 2.8 NPPG states the importance for local authorities to undertake an assessment of the transport implications in developing or reviewing their local plan so that a robust transport evidence base may be developed to support the preparation and/or review of that plan.
- 2.9 The transport evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so; and highlight the infrastructure requirements for inclusion in infrastructure spending plans linked to the Community Infrastructure Levy, Section 106 provisions and other funding sources.
- 2.10 The NPPG also provides advice on when transport assessments and transport statements are required, and what they should contain. These will be required for all developments which generate significant amounts of movement.

### **3. Local Transport Policy**

#### The Nottingham Plan to 2020 (Sustainable Community Strategy)

- 3.1 The Nottingham Plan sets the overall strategic direction and long term vision for the economic, social and environmental wellbeing of the City. This broad strategic level document includes the target of tackling congestion by achieving no more than a 10.5% increase in person journey times on the monitored transport network.

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<sup>2</sup> NPPF paragraph 31.

3.2 The Council's five overarching strategic objectives for transport are set out below:

- Deliver a world-class sustainable transport system which supports a thriving economy and enables growth;
- Create a low carbon transport system and a resilient transport network;
- Improve access to key services, employment, and training including creation of local employment and training opportunities;
- Improve the quality of citizens' lives and transform neighbourhoods;
- Support citizens to live safe, independent and active healthy lifestyles.

#### Nottingham Local Transport Plan (LTP)

3.3 The Nottingham Local Transport Plan outlines the City Council's long term transport strategy and three-year rolling investment programme. Full details of the Nottingham Local Transport Plan can be viewed online at: <http://www.nottinghamcity.gov.uk/transportstrategies>.

3.4 The current LTP came into effect on 1 April 2011 and is formed of two documents.

- Local Transport Plan 3: 2011-2026 Strategy  
This Plan forms the strategy and investment proposals for delivering transport improvements across Nottingham City Council's administrative area from 2011 to 2026.
- Local Transport Plan 3: Implementation Plan 2015-2018  
The Implementation Plan identifies the potential funding sources for improving public transport and sets out how the programme will be delivered and managed to achieve value for money through key programme governance and risk management processes.

3.5 LTP funding resources are primarily made available by the Department for Transport (DfT) to local authorities through a grant formula. The LTP implementation Plan covers the period 2015/16 – 2017/18, and funding across all three years have been confirmed for the transport programme. Funding settlements are allocated to the City Council for:

- Integrated transport improvements (capital)
- Highways maintenance improvements (capital)

- 3.6 The Integrated Transport Block programme comprises a wide range of projects to support the local economy, improve public transport, walking, cycling, highway improvements and measures to influence travel behaviour. Details of the schemes to take place from this year can be found in Section 4 of the LTP Implementation plan
- 3.7 The Highways Capital Maintenance three year programme includes schemes for carriageway and structural maintenance. Priorities are determined through condition surveys, taking account of coordination with the integrated transport block programme and, in the case of residential roads, informed by priorities of ward councillors. Details of some of the schemes to take place can be found in Section 4 of the LTP implementation Plan.
- 3.8 In addition to the core LTP settlement, the City Council has successfully secured funding through a number of other bids to the DfT and Local Enterprise Partnership. This includes:
- Local Sustainable Transport Fund (LSTF)  
The programme will see continuation of the community travel hubs, discounted travel support for jobseekers, business support for sustainable transport and a package of cycle training and promotion activities including Ucycle at participating further education institutions, Bike IT programme in secondary schools and a range of active travel events such as the Cycle Live weekend.
  - Better Bus Areas  
The DfT announced a further Better Bus Areas Fund in 2013 that would see a further package of bus improvements through reform of the Bus Service Operators Grant (BSOG). On October 10th 2013, Government announced that Nottingham was chosen as one of four areas to receive £11.3million of funding over four years, up to 2017/18.
  - Major Schemes Funding (Ring Road Major)  
On the 4th July 2013, the DfT announced funding for the Nottingham Ring Road Major Scheme, with £12.8million awarded as capital grant..
  - Local Growth Fund supported schemes (Major transport schemes)  
A number of existing national funding streams have been combined into a single Local Growth Fund including a significant amount of funding previously allocated to local transport by the Department for Transport. In July 2014, the Nottingham Cycle Ambition Package, Southside Transport Strategy, Southern Growth Corridor and Nottingham Enterprise Zone Transport Package within Nottingham were confirmed for delivery from 2015/16 to 2017/18.

- 3.9 Additionally, Nottingham's Workplace Parking Levy (WPL) is the first to be implemented in the UK. The scheme is a demand management tool to influence the travel behaviour of commuters by introducing a charge for employers within the City of Nottingham administrative boundary that provide 11 or more liable parking spaces. The WPL also generates significant revenue income to invest in improving local transport. The levy contributed the necessary local funding required for Nottingham's tram extension (NET Phase Two), the redevelopment of Nottingham's Station and contributed to the long-term future of supported Linkbus services.

#### Greater Nottingham Aligned Core Strategy (ACS), (Local Plan Part 1)

- 3.10 The City Council has produced its Core Strategy in alignment with neighbouring local authorities. The ACS plan sets out a vision and strategy for growth and sustainable development in Nottingham up to 2028.
- 3.11 The Strategy includes broad locations for development and strategic policies for homes, business, retail, transport and the environment. By 2028, the plan proposes that there will be around 17,150 sustainable new homes in the Nottingham City Council area; housing and employment development on strategic sites such as Boots, the Waterside and Stanton Tip; and further new employment opportunities with an additional 250,000 square metres of office floorspace.
- 3.12 Policy 2 of the ACS directs development to the most sustainable locations, thereby reducing the need to travel.
- 3.13 Policy 14 of the ACS seeks to manage travel demand by securing new developments of appropriate scale in the most accessible locations, placing priority firstly on selecting sites already accessible by walking, cycling and public transport. The policy adopts a hierarchical approach to ensure the delivery of sustainable transport networks to serve new development, in particular, Sustainable Urban Extensions.
- 3.14 Policy 15 of the ACS is designed to ensure that new developments are supported by the appropriate and required infrastructure.

#### Nottingham Local Plan (2005)

- 3.15 The adopted Nottingham Local Plan (2005) is the document against which development proposals are currently assessed, together with national guidance and the Aligned Core Strategy. The Land & Planning Policies Development Plan Document will replace this plan on adoption.

- 3.16 The 2005 Local Plan directed development (Policy T1) that would generate significant travel demand to existing urban areas, with a sequential approach to edge of centre/out of town sites.
- 3.17 The plan safeguarded land for the emerging tram system and controlled development that would be prejudicial to sustainable transport, including at Park and Ride sites (Policy T8), and public transport interchanges (Policy T9), as well as the Cycling Network (Policy T11). Key proposed highway network schemes were also safeguarded (Policy T10).
- 3.18 Policy T3 of the adopted Local Plan relates to car, cycle and servicing parking, and forms a restrictive policy limiting (residential and non-residential) development to proposals adhering to levels of parking within standards detailed within the appendices. The policy indicates that lower than maximum on-site parking would be sought, subject to criteria relating to amenity, practical measures to reduce the use of private cars, location in relation to public transport and public parking facilities, traffic generation, characteristics of potential car usage, and the efficient use of land.
- 3.19 The Maximum Car Parking Levels, Cycle Standards, and Servicing appendix set out separate parking requirements by use class order for defined areas and scale of development as set out below:
- a) The City Centre;
  - b) Regeneration zones (outside of the City Centre) and major mixed use development;
  - c) Single use major developments (outside categories a and b);
  - d) Single use development (outside and below a, b and c, above).
- 3.20 The appendix also set out guidance relating to parking provision for people with disabilities, operational/servicing parking and cycle parking.

Land and Planning Policies Development Plan Document (LAPP),  
(Local Plan Part 2)

- 3.21 This emerging document sets out planning policies which will guide how decisions on planning applications will be made in the future. It also includes site allocations for new development. The preferred option version of the LAPP was consulted upon in late 2013. Upon adoption, the LAPP will replace the 2005 Nottingham Local Plan.
- 3.22 Policy TR1 of the Publication version of the LAPP requires that development proposals include sufficient measures to ensure that

journeys by private car are minimised and journeys by sustainable modes are supported.

- 3.23 The policy also seeks to achieve a sustainable and appropriate level of parking provision within new developments. Appendix 1 within the document provides guidance for appropriate levels of parking for new developments.
- 3.24 In accordance with the NPPF, Policy TR1 sets out a range of issues which need to be taken into account when assessing parking provision, including the type, mix and use of development, amenity, the location of the development, traffic generation, car ownership levels etc.
- 3.25 Policy TR1 also sets out a requirement for travel plans and transport statements for developments that would generate significant amounts of transport movement.
- 3.26 Policy TR2 safeguards key planned Highway Route improvements, Highway planning lines and other transport network schemes including indicative NET tram safeguarding, proposed pedestrian improvements, and a package of measures designed to support Enterprise Zones. Appendix 2 of the plan contains a schedule of the proposed transport network schemes.
- 3.27 Policy TR3 is designed to ensure that existing and proposed cycle routes are safeguarded in the consideration of new developments.

#### **4. Local Context**

- 4.1 Nottingham is a compact and high density urban area with a successful city centre, surrounded by a mixture of residential areas and suburbs. The latest estimate<sup>3</sup> of the City's resident population is 310,800, having risen by over 2,000 since 2012. The population is projected to rise from 308,700 in 2012 to 323,400 in 2022 and to 352,200 in 2037. The City's demographic profile is heavily influenced by its being largely the inner urban part of the wider Nottingham Core City Area.
- 4.2 Over a half of jobs in the City are taken by people living elsewhere – people working in higher order occupations are more likely to live outside the City. Rates of car ownership are low, particularly amongst pensioners living alone and lone parents.

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<sup>3</sup> Source: ONS Mid Year Estimates, 2013

- 4.3 As in most urban areas, levels of geographical accessibility to services are generally high, but clearly in reality some groups will have much better levels of accessibility than others. Average car ownership levels are low (56.3% of all households had at least one car in 2011 compared with 74.2% in England), but some groups have much lower rates – particularly pensioners living alone (25.7%) and lone parent households with dependent children (41%).
- 4.4 The figures above represent an upward trend in car ownership levels from figures derived from the 2001 census data, and shows that car ownership rates have increased at a slightly higher rate in Nottingham compared with the national average.
- 4.5 The key transportation issues relevant to the Nottingham City area are set out below:
- Accessing communities and services by sustainable modes of transport;
  - Minimising congestion and pollution;
  - Making best use of existing transport infrastructure and assets;
  - Supporting healthy lifestyles;
  - Minimising and reducing carbon emissions.

#### Bus Network

- 4.6 Nottingham benefits from excellent existing bus networks, as well as the Nottingham Express Transit (NET) tram system. Public transport patronage within the City is very high compared to many English cities, with 75.9 million passenger journeys by bus or tram in 2010/2011, including 9.8 million on the tram. The City has won recognition for its successful management of travel demand, and for reversing national trends by increasing public transport use even during periods of strong economic growth.
- 4.7 Analysis of the impact of the growth proposed in the Local Plan on the bus network has been undertaken, including discussions with the two main bus operators in the area Nottingham City Transport and Trent Barton. It is considered that existing bus services, enhanced by measures now programmed within the LTP, including the Southside Growth Corridor scheme, will adequately accommodate the increased patronage arising from development.
- 4.8 The Southside Growth Corridor Scheme will provide priority bus route enhancements to employment sites, Transport interchanges and strategic housing sites, and will run from Daleside Road (east of Nottingham city centre) through to Beeston (in the west) connecting with Racecourse Park and Ride site, the Creative Quarter (City Centre), the Waterside and Southern Gateway regeneration areas,

Queens Drive Park and Ride and the Nottingham Enterprise Zone (Boots site), potentially extending through to Beeston.

### Tram Network

- 4.9 Local Plan development sites in the north of the City, in particular those in and around Bulwell and Basford areas, enjoy easy access to the existing Line One of the NET, which runs from Nottingham centre and has stops at key locations through to Hucknall, and includes a spur to Phoenix Park, adjacent to the proposed Stanton Tip allocation site.
- 4.10 The 2nd phase extension to NET lines, completed in 2015, further improve access to and within the built-up area, including connectivity to Clifton and Beeston/Chilwell. This expanded network will greatly benefit proposed site allocations to the south and south west of the City.

### Rail

- 4.11 Nottingham enjoys excellent access to the rail network with a main line station close to the city centre, which connects to the north of the City at Bulwell town centre. Additionally, further possible rail stations are safeguarded within the emerging local plan at Faraday Road, Beechdale, and Wollaton.

### Walking & Cycling

- 4.12 A key principle of the Council's Planning/Transport strategy is the ambition to link new developments to the existing walking and cycling networks, making improvements to those networks where necessary. Whilst all sites are expected to provide convenient and safe cycling and walking links, some sites have the potential to provide wider benefits with the creation of new links between communities or to strategic key cycle and walking routes. These individual requirements for walking and cycling measures are included within wider development principles for each proposed site allocation.
- 4.13 There is already an extensive network of cycle routes crossing the City area, including a section of the National Cycle Network (Route 6) which runs parallel to the proposed Chalfont Road allocation site.
- 4.14 A programmed package of infrastructure improvements which will help deliver a transformational change in the way citizens are able to travel around the City by bike is included in the D2N2 Strategic Economic Plan Infrastructure Programme for delivery 2015/16.
- 4.15 The Nottingham Cycle Ambition Package (NCCAP) will have a major impact on how people travel to work, a reduction in congestion, the health of residents, as well as attracting investment through an improved transport network and public realm. In brief the package of measures includes:

- North-to-south and east-to-west cross city cycle corridors
- A network of cross city centre cycle routes
- Investment in off road routes through parks and green spaces
- Investment in our neighbourhood cycle facilities

4.16 The Infrastructure improvements programmed for the Nottingham Enterprise Zone includes improved pedestrian routes across the site and linkages to local public transport services and surrounding areas, including a new pedestrian/cycle bridge over the railway line, an upgraded bridge over the Beeston Canal linking with the Big Track leisure route and upgraded cycle links.

### Highways

4.17 Several significant highway schemes have been programmed in by the City Council which will serve to assist the highway network in accommodating the growth proposed by the planned development of the Local Plan. These are set out below:

- Nottingham Inner Ring Road Strategy (City Centre North)
  - A strategy to prioritise primary pedestrian routes and bus movements, as well as managing through traffic in a way that creates public realm improvements and facilitates regeneration.
- Connecting Eastside Phase 2;
  - A transport infrastructure and associated access and public realm package to serve the Creative Quarter.
- The Turning Point South;
  - A package of transport measures being identified to complement the Broadmarsh Centre redevelopment proposals and provide a step-change in public realm quality, transforming the Broadmarsh area.
- Ring Road Major Scheme;
  - A series of Highway improvement works completing the Ring Road accessibility corridor which serves major local employers including the Queens Medical Centre and City Hospitals and also provides linkages to the Strategic Route Network.

### Smarter Choices

4.18 In addition to the programme of schemes detailed above, Nottingham City will continue to pursue a strategy which supports the promotion and application of Smarter Choices travel planning to influence travel behaviour and maximise the use of walking, cycling and public transport, alongside the necessary improvements to the highway

network. Local access and highway issues will be considered on a site by site basis, as development sites come forward.

### Workplace Parking

- 4.19 Nottingham has taken up the option granted under the Transport Act 2000 to introduce workplace parking charges in order to tackle congestion. This policy will have the dual effect of reducing congestion and air pollution as well as producing revenue which will be ring fenced to fund sustainable transport. Nottingham's workplace parking licensing scheme has been approved by the Secretary of State for Transport.
- 4.20 The Workplace Parking Levy is a charge made for each parking place provided by an employer and used by employees, certain types of business visitors, and pupils and students. The decision remains with the employer as to whether they decide to pass the charge on to their employees. Employers will be required to obtain an annual licence for the maximum number of liable places they provide.
- 4.21 The cost per workplace parking place per year for the licensing period 1st April 2015 to 31st March 2016 will be £375 for employers who provide 11 or more places. From April 2016 onwards the WPL fee will increase with inflation only. There is a 100% discount for employers providing 10 or fewer spaces; this is estimated to be at least 85% of employers.
- 4.22 The revenue raised has and will be used to:
- help pay for the extensions to the tram network (NET Phase Two); and,
  - the redevelopment and modernisation of the railway station (the Hub project) and
  - maintaining the Link bus network which is currently subsidised by Nottingham City Council.

## **5. Transport comments raised in LAPP (Preferred Option) Consultation**

- 5.1 Consultation responses referred to the importance of accommodating the requirements of people with disabilities in all aspects of transport provision, including with regard to parking provision and detailed design of developments and highway schemes.
- 5.2 Support was noted for travel plans requirement. Considered to be vital in helping to manage travel demand and encouraging sustainable transport – need to be monitored to be effective.

- 5.3 Greater emphasis needs to be placed on the needs of freight traffic.

## **6. Evidence (Core Strategy studies)**

### Greater Nottingham Infrastructure Delivery Plan (2013)

- 6.1 Nottingham City worked together with the councils of Broxtowe, Erewash, Gedling, and Rushcliffe to develop a comprehensive transport evidence base for their Core Strategies. On behalf of the authorities, Nottingham City Council commissioned consultants MVA to undertake strategic transport modelling to demonstrate the impacts of the councils' core strategies.
- 6.2 The study aimed to model the transport impacts of growth in the Housing Market Area, assist in the identification of potential mitigation strategies and measures and inform the Infrastructure Delivery Plan for the core strategies.
- 6.3 The study concluded that the housing and employment growth identified in the ACS can be delivered without significant detriment to the operation of the transport networks. This is assuming the delivery of currently committed schemes as well as the promotion and delivery of Smarter Choices, Public Transport and local highway mitigation and access improvements through the development management process and public sector funding streams.

## **7. Conclusions**

- 7.1 Significant investment and activity is underway to build a better Nottingham, including the recently completed expansion of the Nottingham tram network, redevelopment of the Station and Linkbus network improvements, part funded by the Workplace Parking Levy.
- 7.2 In addition, highway improvements to the A453, improvements to the Ring Road and associated programmes funded through the Nottingham City Deal, Green Bus Fund and Better Bus Areas, and pedestrian and cycling schemes are planned or underway
- 7.3 This significant infrastructure is being implemented to help improve Nottingham's economic vibrancy and quality of life, supported by an integrated transport network for residents in and across the conurbation. This transport provision will enable improved connectivity by bus, tram, rail, road and support increased walking and cycling helping to move people and goods to jobs and services.
- 7.4 The LAPP policies set out within this background paper are consistent with National guidance set out in the NPPF and NPPG, and are in accordance with the strategic policies set out within the ACS.

- 7.5 The approach taken within the Local Plan will support national and local objectives for sustainable development.
- 7.6 The growth proposed within Nottingham over the plan period is significant and will inevitably increase the burden on the transport network. However, the programme of measures set out in the LTP alongside the policies within the LAPP and the ACS will minimise impact and ensure sustainable development is delivered and supported by the required infrastructure.