

Planning for Accessible and Sustainable Transport

Key recommendations for Sustainable and Accessible Transport Development

Throughout this policy statement the TCPA identifies how national and local transport networks can be improved to create well served accessible communities, enhance quality of life, stimulate the economy, and protect the environment.

The TCPA calls for a more strategic approach to transport provision, requiring:

- integration of local and national transport networks;
- co-ordination between government departments' corporate strategies to form coherent policies; and
- transport provision to be a primary consideration, but subservient to factors such as homes and retail, in planning or re-planning communities.

The TCPA advocates the following key policies for achieving integrated transport and sustainable development in the UK's towns and countryside:

- Ensure that accessibility-focused sustainable transport is an integral part of planning new and existing communities.
- Re-model and intensify some existing edge- and out-of-town retail developments with a mix of uses and excellent public transport connections.
- Remove street furniture and other obstacles to accessibility.
- Introduce progressive taxation, such as national congestion charging, which is inter-linked to investment in alternatives to the private car and enables a tailored approach to individual localities and routes.
- Enable equitable access to private transport, but incentivise alternatives to car-ownership, such as car clubs.
- Re-allocate road space to diverse modes of transport.
- Create walkable towns and cities, with all amenities within 10 minutes' walking distance of home.
- Ensure that transport policy decisions consider the environmental impacts of various modes, and that non-transport decision-makers consider the likely implications on transport of their policy decisions.
- Promote sustainable travel patterns by planning economic activity as part of well-managed networks and facilities in regional catchments.
- Ensure timely delivery of transport infrastructure through appropriate bodies with revenue raising powers. Use should be made of 'strategic land and infrastructure contracts' (SLICs) – see the panel on a following page.
- Until such time as regions have elected assemblies, establish passenger transport executive (PTE) style bodies, which work under the aegis of elected authorities and have the power and resources to deliver.

Vision for Creating Sociable Cities – Overview

The TCPA supports the creation of clusters of ‘sustainable social cities’, characterised by:

- mixed-use, ‘walkable’ communities of 20,000-30,000 people, large enough to support the qualities of urban life, yet small enough to avoid reliance on cars, and to ensure good access to the countryside;
- high-quality parks and green spaces promoting biodiversity and leisure;
- high-quality, affordable and reliable public transport links;
- sustainable development at optimum densities clustered around transport nodes, close to cultural, work and retail hubs; and
- clearly distinguished regional and sub-regional growth points set in areas of tranquil countryside.

The TCPA puts social justice and the environment at the heart of the debate about planning and housing. The planning system can deliver high-quality affordable homes, improve quality of life, and protect the environment, but these aims must be addressed in an enlightened and balanced way in order to create places that we can be proud of now and in the future.

This policy statement concentrates on the need to plan for accessibility for all groups in society as a way of achieving sustainable social cities.

1 Accessibility Planning for All

Transport plays a vital role in our lives. It affects everything we do – getting to work, going on holiday, visiting family and friends, or just exploring. And yet transport means so much more as well. Good transport links can make a difference to our quality of life and our opportunities. Transport is a key driver of the modern economy and fundamental to the vitality of towns, cities and countryside.

People today travel more than ever – recent decades have seen massive increases in our mileage – yet distances walked or cycled have dramatically decreased. This has had a telling impact on pollution and public health. Similarly, while more and more people have access to a private car, the number of people easily able to access vital community facilities has dropped. Those without access to a car are severely disadvantaged as a result. Furthermore, according to the Committee on the Medical Effect of Air Pollutants, air pollution causes between 12,000 and 24,000 premature deaths each year.

Average distances travelled per person in Britain per year

Mode	1999/2001, miles	1985/86, miles
Walking	189	244
Cycling	39	44
Bus	342	406
Train	368	292
Car	5,354	3,796

Source: National Travel Survey

So while transport undoubtedly has important positive impacts, it is clear that our transport system is not working:

- The inefficiencies and unnecessary duplication in many areas of transport is causing enormous environmental problems, locally and globally.
- Socially, the system is failing our health, through pollution, safety, and stress, while in access terms it is inequitable, with some groups in society effectively excluded from vital (and non-vital) activities.
- Economically, congestion, which is the result of a failing system, costs the country £20 billion a year, according to the CBI, and it adversely affects certain groups in society because the comparative costs of different modes are not equitable.

2 The TCPA Approach

The TCPA focuses on three areas for urgent action to create a sustainable transport system: accessibility, delivery, and attitude.

2.1 Accessibility

Governments recognise the fundamental importance of creating places that are accessible¹ to all groups in society. However, as the predominant mode has shifted towards private transport, there has been a consistent failure to provide genuine choice of mode to access key facilities (community, leisure and employment). This undermines attempts to deal with other policy areas, such as social exclusion and sustainable development.

The principles of 'accessibility planning' were introduced by the Government's Social Exclusion Unit in 2003² and are described as:

'A process that will enable local authorities and other agencies to assess... whether people facing social exclusion can get to key activities, and to work more effectively together on implementing solutions.'

The concept now informs guidance to local authorities, emphasising the needs of those in disadvantaged groups. The TCPA believes that the concept of accessibility planning should be widened beyond the socially excluded. It should be developed as a tool to assess and encourage accessibility to town and district centres for all groups in society while maintaining a welcome focus on the poorest and most disadvantaged. That which improves accessibility for the most immobile (disabled people, for example) and poorest of citizens is likely to improve accessibility for the better off too.

Crucially, access is linked to congestion. The shift of many retail and employment facilities to edge- and out-of-town locations, for instance, has made them highly accessible by car, but not by other modes. Congestion is the result. By contrast, urban centres are accessible by car, but more so by public transport and often also by foot and cycle. Providing an integrated and diverse transport system to 'access all areas' can contribute significantly to reducing congestion (see the panel below).

Accessible communities require integrated transport at two levels:

- At the policy-making level, transport binds together elements within an overall spatial plan, and should therefore be subservient to factors such as homes, retail facilities, and so on. Communities should first decide what sort of place they wish to live in and then use transport to ensure that it operates effectively and sustainably. Driven by increasing wealth and mobility and a failure of successive governments to grasp the importance of this, the model is currently turned on its head: often elevating transport to the dominant decision-making factor.
- At the delivery level, the only way to reduce congestion is to ensure that the separate networks that make the transport system (roads, railways, buses, and so on) operate at below capacity. This requires planning them together so that they operate as an integrated network.

The Case for Integrated Transport

Academic models, such as the 'speed flow curve', tell us that as traffic volume approaches road capacity, speeds become very unstable, and decline. In other words, the more traffic there is, the slower it goes. Therefore it is essential to have a safety margin of capacity, greater than traffic volume. For many years the solution was to identify by how much traffic would grow, then provide enough road capacity to cope with that growth. But traffic can grow at between two and five per cent a year: road capacity cannot grow at anything like that rate. Even if it could, the TCPA would not accept the implications. This argument was accepted to some extent in the 2004 White Paper *The Future of Transport – A Network for 2030*.

If traffic demand is continually growing faster than capacity, capacity itself becomes the constraint on further growth, and the network becomes dominated by bottlenecks, as has been the case. The strategy still being followed is continually to focus on removing these bottlenecks. The more successful this policy is, the more the network as a whole operates at or very close to maximum capacity.

A 'just-in-time' economy and one where there is a need to travel to many essential services just cannot afford to operate on a knife-edge that could result in breakdown at any time. The workable alternative strategy is to manage demand in such a way as always to keep it below maximum capacity, which is consistent with efficient operation.³

2.2 Deliverability

At the same time as seeking to develop integrated plans for integrated transport, the focus must also be on ensuring that there are adequate mechanisms for delivery. In London Docklands it was only following development of the light railway, and later the Jubilee Line tube extension, that businesses and investors became interested in moving into the area. Crucially, the inability to guarantee actual delivery of agreed levels of infrastructure is a major factor resulting in community resistance to proposed development.

The TCPA is calling for more joined-up thinking between government departments. We are concerned that the commitment to proper integration of spatial planning and transport, which formed a welcome and important element of the Transport White Paper,⁴ has not been evident in practice. The Department for Transport's trite response to the Deputy Prime Minister's 'Sustainable Communities Plan' exemplifies the failure to consider integration at the point of delivery. It is unacceptable that priorities set out in the Plan do not necessarily feature highly in the priorities of transport provider agencies.

Greater emphasis must be placed on the integration of corporate strategies of different government departments and agencies, in order to meet social, environmental and economic objectives. This will generally require a reversal of current trends (which concentrate activities such as retail or healthcare into ever-larger facilities) to allow for a greater dispersal of activities.

The appropriate national, regional and local institutions, with the necessary fundraising powers to develop and maintain the network, need to be in place to deliver infrastructure in the right place at the right time, i.e. concurrently with other development rather than years later.

2.3 Attitudes

Changing attitudes will be an evolutionary rather than revolutionary process, in much the same way as current attitudes developed along with changes in wealth and a desire for mobility. The fact that attitudes have evolved so dramatically over the last 20 years, however, should be cause for some optimism: something that has changed once can change again. This new change, though, will only come about if the issue of accessibility and deliverability are addressed up-front. Attitudes will only then begin to catch up. The desire for mobility by private transport will only be successfully challenged if there are genuinely viable and acceptable alternatives.

There is a need for a broad consensus on transport and land use policies across the main political parties, built around the recognised need to act to reduce the adverse impacts of travel growth. The current lack of consensus will in time reflect badly on the parties themselves. Their failure to deliver tangible improvements on the current confused system, coupled with rising demand for travel, will fuel voter dissatisfaction.

It is essential to define a clear long-term direction for transport and planning policies, as well as a decision-making and delivery capability that builds on many current but local achievements.

2.4 Policy drivers

In addition to the three broad objectives set out above, a number of key contextual policy drivers need to be considered:

- Demographic changes (such as people living longer, alone or far from family), long-distance commuting, and changing retail patterns.
- Distortion of costs caused by decisions in other policy areas, such as health or education. For example, as health facilities have become more centralised (to achieve economies of scale) access has become increasingly car-oriented. Likewise, policies giving parents choice of school have complicated travel patterns and increased car travel. The result has been to shift the cost of access away from the institution onto the individual. So while infrastructure provision may appear cheaper on paper, by externalising the transport costs it is those in society who are least able to pay who are picking up the bill.
- The need to reduce dependency on fossil fuels. Energy consumption by transport accounts for over a third of all UK energy use and, excluding international aviation, a quarter of man-made carbon dioxide (CO₂) emissions.⁴ The huge differences in CO₂ emissions between

private cars, trains and buses, and between air travel (particularly short haul) and all other modes, shown in the table below, demonstrate the need for policy- and decision-making to consider the environmental impacts of various modes and the likely implications that decisions will have on transport.

- The need to minimise long-distance commuting by both private and public transport to reduce carbon emissions.
- The need to improve quality of life and health, particularly in towns and cities, by reducing the dominance of cars and lorries and providing alternative means of access, especially walking and cycling.
- The need to promote sustainable travel, taking account of the effect that wealth creation has on land use patterns and personal mobility. Wealth is created in various ways, but principally through growth in efficiency and productivity. The current trend of dispersed economic activity, in edge- and out-of-town centres, has enhanced efficiency and therefore created wealth, but it has also resulted in unsustainable travel patterns. It is vital that economic activity is planned as part of well-managed networks and facilities in regional catchments.
- Although provision for walking, cycling, and road traffic is controlled by central and local government, no mechanisms exist to manage the integrated provision of public transport to meet current or future needs. Giving greater control over the railways back to Ministers, as provided for in the Railways Act 2005, should help to simplify their operation. However, despite increasing passenger numbers, the Act shows no ambition for growth in the railways or for integration with other modes. In fact policy is more about dealing with overcrowding and congestion by closing or downgrading local services and increasing fares – a policy which is likely to have a detrimental effect on the use of railways in the long term.
- New cars were on average 10 per cent more fuel-efficient in 2003 than they were in 1995, mainly as a result of European and Government initiatives and voluntary agreements with industry. While playing a crucial role in bringing environmental, social, and health benefits, technical fixes are being nullified by continued growth in private transport and aviation. Technology can therefore be only one element of a wider strategy to make travel sustainable.

This policy statement does not make the case for particular modes of transport. Rather, it seeks to address the issue of creating a sustainable transport system. This should include enabling access to appropriate modes for all, as well as the need to fundamentally change attitudes and approaches to travel, transport, and planning, and reduce the need for unsustainable travel.

However, owing to the huge and growing contribution that aviation makes to carbon emissions, it is critical to set out a policy position on this mode in particular. The TCPA's policy on air travel and airport development is contained in its response to the 2003 White Paper on *The Future of Air Transport*. In summary, the TCPA believes that first priority should be given to reducing the volume of air travel to meet international carbon emissions targets. Second, energy-inefficient

Energy consumption and CO₂ emissions by mode⁵

Transport mode	Load factor, passengers/vehicle	Energy consumption, kilojoules/passenger-kilometre	CO ₂ emissions, grams of CO ₂ /passenger-kilometre
Rail (passenger diesel)	90	589	41
Rail (Passenger average UK)		524	49
Rail (passenger electric)		465	56
Mopeds	1.08	1,133	75
Buses (national)	9	1,106	76
Motorcycles		1,407	94
Diesel cars		1,535	106
All cars average		1,634	109
Air long haul	approx. 300	1,614	110
Petrol cars	1.56	1,653	110
Air short haul	approx. 100	2,640	180

Source: House of Lords Hansard⁵

short-haul travel should be minimised through investment in high-speed rail connections to and from cities. Finally, remaining demand for air travel and airports should be met by development of a small number of hub airports. Airports within major urban areas present safety issues and are environmentally and socially damaging. Therefore, where possible, new airports should be sited, as in several other countries, in offshore and estuarial locations, with high-speed rail connections between them and major centres.

3 Principles

At local level at least, transport planning is gradually being seen as a more complex activity. Rather than simply trying to accommodate projected travel demand at greater speed, more emphasis is being placed on assessment-based approaches that attempt to place limitations on travel for its own sake, through use of pricing, regulation and other control mechanisms. Transport planning is now expected, on the whole, to address and meet environmental standards, set and achieve traffic (growth) reduction targets, and ensure accessibility to jobs, services and facilities.

The following set of principles is suggested to guide the future of transport in relation to the planning system:

- Optimise local, sustainable accessibility for everyone, focusing on stable, reliable journey times, rather than speed.
- Accept that optimising access may mean short-term increases in car use for some groups in society; but that achieving wider benefits for all will require some sacrifices to individual freedom for many.
- Encourage less polluting modes, particularly in urbanised areas, by establishing a level playing field between different modes that are fit for purpose.
- Increase the propensity to choose non-car modes by reducing the need for travel⁶ and car-dependency through location and distribution of activities, coupled with restraint measures.
- Maximise the transport and land use planning system's contribution to the provision of sustainable urban and rural communities at every opportunity.

Implementing these principles will require long-term reform and integration of transport, the planning system, and other policy objectives in a way not currently achieved. It will necessitate managing the distribution of activities locally through the planning system. Both central and local government will need the ability to manage all key aspects of public transport provision in so far as necessary to ensure an effective sustainable transport network. It will also require political support and determination to carry through difficult decisions.

4 Policies

The proposed policies are listed under the principles set out above.

4.1 Optimise local, sustainable accessibility for everyone, focusing on stable, reliable journey times, rather than speed

- Accessibility and our notion of place, rather than transport policies, should determine the most appropriate transport solutions, focusing wherever possible on encouraging environmentally friendly modes.
- Measures of the benefits of a proposed transport scheme should give equal weighting to time, regardless of purpose (business, leisure, and so on), and should be based on its effectiveness in improving reliability, frequency of service, and accessibility.
- Government policy should actively consider transport as integral to sustainable planning for housing, retail, employment, education, and health. This will help to ensure the creation of communities that are accessible by all and by a full range of modes.
- To ensure accessibility by all, by a choice of modes, appropriate development plan policies should be adopted, requiring developers to declare (and if necessary improve) their proposals' accessibility profiles – for example, through travel planning.
- Utilise opportunities to create additional transport nodes within urban and rural areas (graded according to accessibility) and to encourage development around those that are most accessible.

- Adopt the hierarchy of: minimising the need to travel; promoting walking and cycling; and where walking and cycling is not appropriate, maximising public transport (excluding air transport).
- Increase the use of 'soft measures'⁷ in transport policy to promote accessibility and smooth traffic flows by refocusing government policy towards reducing the volume of traffic and requiring transport assessments and travel plans as an essential part of the planning process. A combination of such measures in any one area may include, for example, a reconfiguration or establishment of a public transport network, congestion charging, travel planning, car sharing, car clubs, promotion of walking and cycling, and speed reduction.
- New roads and junctions, unless part of a high speed road, should be designed for low speeds and prioritise non-car modes, where appropriate.

4.2 *Accept that optimising access may mean short-term increases in car use for some groups in society; but that achieving wider benefits for all will require some sacrifices to individual freedom for many*

- Without precluding innovation, future sustainable transport policy and provision should be evidence based. Therefore policies should aim to reduce car dependency, prioritise non-car modes, and increase sustainable accessibility,
- Policies should support the Government's shared transport priorities – namely accessibility, congestion, road safety, and environment – but on the basis that there is a balance across the priorities which reinforces the drive for sustainable transport.
- Local transport plans (LTPs) should be required to assess how locally-determined accessibility and travel reduction targets can be achieved, and progress should be monitored and measured against these targets. An assessment of cross-boundary impacts, and a declaration of consistency with neighbouring plans and regional planning and transport strategies, should also be included.
- Benefits of traffic reduction should be captured through re-apportioning public space (including roads and areas used for parking) to sustainable modes, new development, and public realm enhancements – otherwise gains could be lost to background traffic increases.
- Local transport planning authorities should demonstrate that LTPs minimise the externalities of transport and planning policies and decisions upon neighbouring authority areas. For example, in providing economic benefits and park-and-ride in one town, will the local authority be responsible for the decline of neighbouring local economies?

4.3 *Encourage less polluting modes, particularly in urbanised areas, by establishing a level playing field between different modes that are fit for purpose*

- Reverse the situation whereby lower business rates are paid by businesses situated on less universally accessible sites, at which parking charges are also not generally applicable, and promote a level playing field in which in-town and out-of-town centres are equally subject to traffic restraint and accessibility policies, such as workplace parking charges and travel planning. Any differentials in parking and accessibility charges should favour town and district centres. This could be achieved in part by raising awareness among businesses of the genuine cost of providing parking spaces, but also by treating transport as one element of spatial planning.
- Introduce progressive taxation measures, such as congestion charging or road user payment systems,⁸ on a national basis (in order to ensure that some centres do not experience unintended or perverse benefits over others) – independent economic, social and environmental research into such policies should be carried out. Such a system would highlight the environmental and financial cost of motoring, and provide a real incentive for travel reduction and the use of alternative modes. In order to avoid penalising those without a car or necessarily living in less accessible locations, this policy must be linked to significant improvements in alternatives to car travel and effective integration of transport with other policy areas.
- Government fiscal measures should ensure that car users pay the full real cost of car use, redressing the balance in favour of public transport.

4.4 *Increase the propensity to choose non-car modes by reducing the need for travel and car-dependency through location and distribution of activities, coupled with restraint measures*

- Provide diverse alternatives to the car so that they become first choice for more journeys.
- Provide universally affordable, but restrained, car travel through use of car clubs and car-sharing schemes, in order to ensure equitable access to cars while reducing ownership incentives.

- Contain traffic at well below the capacity of local and strategic networks to enable more stable traffic movement and widen access to road space by implementing road space re-allocation for non-car use.
- The above will require a change in attitudes with regard to how public transport is valued by government and how the need for new transport infrastructure is assessed. Provision of public transport and improvements for walking and cycling should be seen in the context of their value to health, the environment, quality of life, and accessibility. When viewed in such a way, there is clearly a sound business case for new infrastructure.
- Urban design and planning solutions should minimise barriers to movement, such as major roads (including standard design approaches to pedestrian crossing points) and railway infrastructure; remove or design-out physical features that reduce access; and generally adhere to principles of good urban design in terms of permeability and legible townscapes. Exceptions can be made where obstacles and physical features slow traffic, improve safety, benefit the environment, and benefit local businesses by creating attractive pedestrian friendly spaces.
- Reform relevant capital and revenue funding mechanisms to help fund necessary infrastructure projects.

4.5 Maximise the transport and land use planning system's contribution to the provision of sustainable urban and rural communities at every opportunity

- Integrate transport into planning at all levels in order to create sustainable communities, through:
 - regeneration and development of accessible district centres, linked to the provision of a sustainable transport infrastructure network with appropriate development densities;
 - preparation of transport plans for sub-regional catchments (not necessarily based on administrative boundaries) which prioritise the key changes needed to deliver wealth-creating activities based on sustainable transport;
 - development of 'urban villages', complete with a range of accessible services, and with priority areas for higher-density and mixed-use developments within a 10-minute walking radius of services and public transport nodes;⁹
 - sustainable transport networks for more rural locations, based on accessibility to local services and a strategic transport network – policies should include stronger locational policies and incentives, and joining up of strategic networks planned through the regional spatial strategies (RSSs) and a national spatial plan (see section 5.1);
 - in both urban and rural locations, the promotion of travel in the context of improved health and safety, reduced noise, community cohesion, and air quality; and
 - greater emphasis on urban design and reducing traffic speeds through measures such as home zones.
- Accessibility for road-based transport is highest at the edge of the urban area. This in part explains the exponential growth in out-of-town/edge-of-town development for employment, retail and leisure activities. If traditional transport responses are to be successful, then the whole structure of these locations needs to be altered. A new strategic approach to tackling the legacy of edge- and out-of-town retail developments, taking into account their relationship with the wider sub-region, is recommended. While some should be encouraged to fade away, where a regional strategy requires the provision of sustainable new settlements or urban extensions some existing retail developments should be re-modelled and intensified with a mix of uses and excellent public transport connections.

5 Delivery Mechanisms

5.1 Structures and powers

A clear framework is needed for integrating transport and planning. This should be set out in broad terms in national policy, a national spatial plan,¹⁰ and RSSs.

Under the current regional structure, regional development agencies (RDAs) have capital and a degree of financial autonomy, but lack democratic accountability, whereas regional assemblies have transport and planning policy-making powers, but no financial capacity. There is an urgent need to bring policy and finance together within a strong regional democratic body to ensure the effective delivery of sustainable transport infrastructure, particularly public transport, with the

same powers as passenger transport executives (PTEs). Passenger transport executives currently operate in the seven main metropolitan areas outside London and are funded by district councils. They are responsible for setting out a local authority's transport policy and public transport expenditure plans.

Elected regional assemblies represent the best vehicles for delivering strategic integrated transport and planning policies – they have the scale, potential powers, and access to public and private capital. However, it is unlikely that any English region will have an elected assembly in the foreseeable future, and so PTE style bodies, integrated within local government, with the power to deliver, need to be established.

Policy requirements should be robust and contain realistic targets for traffic reduction and modal transfer. Regional and local government should be given more powers to manage all transport and planning in their areas (as in continental Europe), subject to research into the relative sustainability of different options and government guidance on the integration of purpose, sustainability, and delivery. This should cover public transport provision, so public transport operators must work with regional and local government to provide and manage the network. Subsidies, contracts and franchises should be dependent on this level of co-operation.

Regional transport planning then needs to be more effectively linked to the local level for delivery. The current two-tier structure can be confusing and can suffer from lack of co-operation. Therefore there is a need for a formal obligation for county and district levels (where they exist as separate entities) to work together. This should be backed-up by appropriate 'stick' mechanisms, such as a requirement for all capital projects at the local level to raise at least 10 per cent of their funding from the regional level. 'Carrots' could include higher public resource allocations – where such co-operation exists through the LTP, for example.

Transport planning at all levels must ensure that strategies, plans and schemes follow the five principles set out earlier in this policy statement. In particular, they must be integrated into wider spatial planning objectives, such as creating sustainable communities.

5.2 Revenues and funding

The TCPA urges the Government to implement a road user payment system at the earliest opportunity to stem unsustainable trends in settlement and travel. Revenue funding should pass to the devolved transport authorities to bring forward schemes including light rail, enhanced bus services, improved sustainable transport networks, and soft measures.

Measures should be identified that capture locally a fair proportion of land value gains in addition to continued use of section 106 agreements for securing the infrastructure required by the development. This should form the basis for raising the funds needed for the delivery and maintenance of some development-related transport infrastructure. In other words, planning and transport should together achieve virtuous circles in terms of 'returns' on investment and environmental, economic, and social sustainability. Transport authorities should be allowed to aggregate proceeds from land value capture and section 106 agreements for use in strategic transport investment, both for capital and revenue purposes.

Central government funding should be paid to all transport authorities as a block grant, allowing them the discretion to spend according to their own plans – the content of which should reflect government planning and transport policy guidance and catchment boundary considerations (as set out above).

In addition to central government funding, 'strategic land and infrastructure contracts' (SLICs) (see the panel on the next page) should be used to link the delivery of strategic infrastructure to the contribution of funds from landowners/developers. This would enable timely and predictable infrastructure provision to be committed at an early stage in a project, thereby enhancing general investor and public confidence in the quality and deliverability of growth.

In the Cambridge sub-region a local delivery vehicle has been established – Cambridgeshire Horizons – with the explicit remit to ensure the delivery of the necessary infrastructure to support growth in a timely manner. Where appropriate, this should be seen as good practice.

Strategic Land and Infrastructure Contracts (SLICs)

Strategic land and infrastructure contracts (SLICs),¹¹ a concept first published by the TCPA, could be used to link the delivery of strategic infrastructure to the contribution of funds from landowners/developers. Contributions would supplement, not replace, government funding. They would enable timely and predictable provision to be committed at an early stage, thus enhancing general investor and public confidence in the quality and deliverability of growth.

The contractual relationship could be between, on the one hand, the infrastructure providers (the Highways Agency, Network Rail, and so on) and, on the other hand, the landowner(s) that control a substantial and separately developable parcel of land.

Alternatively, it may be preferable for the local delivery vehicle (LDV) (where it is capable of doing so) or one of its constituent members – such as English Partnerships or the RDA – to act as contractual broker, partner (if they also own land), and banker partner to each of the above in brokering mirror-image contracts.

Public sector landowners should be involved wherever possible, through existing ownerships or through acquisition of key sites. This will encourage private sector involvement and could be useful if the landowners jointly attempted to raise additional funds beyond their own resources.

In at least one South East growth area (Milton Keynes and South Midlands), some of these contracts could be brokered through the regional growth area board, since contributions should be made by landowners in several LDV areas, all of whom stand to benefit from specific infrastructure investments (a new train line, for example). Similar arrangements could be secured in other areas.

6 Conclusion

It is critical that the Government and partners work together to resolve the mounting issues surrounding the provision of sustainable transport across the country.

The TCPA is calling for an integrated and imaginative approach, as set out in this statement, to tackling the problems of accessibility, congestion, pollution, and inadequate public transport.

Successful and sustainable transport provision must respond to the needs and aspirations of communities, as well as to the future impacts of regeneration and growth. Urgent action is needed if the vision for creating sustainable communities is to become a reality.

Notes

- 1 Access in this context means the ability for all to conveniently reach services and functions, or a means of transport to them
- 2 *Making the Connections Final Report on Transport and Social Exclusion*. Social Exclusion Unit ODPM, London, Feb. 2003
- 3 Concept from work by Phil Goodwin – for example ‘Solving congestion (when we must not build roads, increase spending, lose votes, damage the economy or harm the environment, and will never find equilibrium)’. Inaugural lecture for the Professorship of Transport Policy, University College London, 23 Oct. 1997
- 4 *The Future of Transport – A Network for 2030*. Department for Transport, London, 2004
- 5 House of Lords *Hansard*, 5 July 2004. Road transport factors are based on National Atmospheric Emissions Inventory (NAEI) estimates of CO₂ emissions by vehicle type in 2002 and combined with road passenger-kilometres taken from the *2002 Transport Statistics for Great Britain*. Rail factors are also based on NAEI factors for diesel trains and power station emissions. Data combined with DTI data on electricity used for electric rail traction and the DfT’s statistics on rail passenger kilometres. AEA Technology provided estimates on the split between diesel and electric train kilometres. Air factors taken from the DETR’s *Company GHG Reporting Manual 1999*. Long-haul air journeys refer to average journeys of 6,500 kilometres and short-haul refers to journeys of around 500 kilometres.

- 6 Soft measures include addressing location and accessibility so that walking and cycling become more attractive, or encouraging car clubs, car sharing, and work-based travel plans
- 7 S. Glaister *et al.*: *Transport Pricing: Better for Travellers*. Independent Transport Commission, University of Southampton, Southampton, Jun. 2003
- 8 Reducing the need for travel on its own may only produce a 15 per cent reduction in local travel demand over several decades, assuming a rapid increase in walking and cycling (J. Ravetz: *City Region 2020: Integrated planning for a Sustainable Environment* TCPA. Earthscan, London, 2000, p.93), but the extensive introduction of soft measures can reduce car use by up to 30 per cent (see work by Lynn Sloman for Transport 2000)
- 9 *A City of Villages: Promoting a Sustainable Future for London's Suburbs*. SDS Technical Report 11. Greater London Authority, London, 2002
- 10 See the TCPA Policy Statement *Strategic and Regional Planning*. TCPA, London, Jan. 2003
- 11 J. Walker: 'Priorities for local delivery vehicles'. *Town & Country Planning*, 2004, 73, Mar., pp.84-87

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The Town and Country Planning Association puts social justice and the environment at the heart of the debate about planning policy, housing and energy supply. We inspire government, industry and campaigners to take a fresh perspective on major issues, including climate change and regeneration.

We campaign for:

- high quality, intelligently-built homes in well-designed neighbourhoods;
- communities empowered to influence the decisions that affect them; and
- a sustainable future.

TCPA

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A large print version of this document is available from the TCPA