



# South East Dorset Transport Contribution Scheme 2 Supplementary Planning Document

April 2012



Dorset County Council





**South East Dorset Transport Contributions Scheme 2**  
Supplementary Planning Document

Contents

|            |   |    |
|------------|---|----|
| 1.         | Executive Summary .....                             | 2  |
| 2.         | Introduction .....                                  | 2  |
| 3.         | Purpose.....  | 3  |
| 4.         | National Policy Background.....                     | 4  |
| 5.         | Regional Policy Background.....                     | 7  |
| 6.         | Dorset Policy Context.....                          | 7  |
| 7.         | Local Policy Context.....                           | 8  |
| 8.         | Development and Transport in South East Dorset..... | 11 |
| 9.         | Scope.....  | 12 |
| 10.        | Calculating the contribution .....                  | 15 |
| 11.        | How the Contribution will be applied?.....          | 15 |
| 12.        | Governance .....                                    | 17 |
| 13.        | Payment of Contribution.....                        | 17 |
| Appendix A | Annual review principles                            | 20 |
| Appendix B | Policy documents                                    | 21 |

## **1. Executive Summary**

- 1.1 This is the SE Dorset Transport Contributions Scheme 2 (SEDTCSS2) which supersedes the first SE Dorset Transport Contributions Scheme. It is a Supplementary Planning Document for the five Councils; Borough of Poole, Bournemouth Borough Council, Christchurch Borough Council, Dorset County Council and East Dorset District Council. The operational area comprises Bournemouth, Christchurch, Poole, and the majority of East Dorset, and the scheme will operate in each authority until 31 March 2014. As each authority adopts CIL SEDTCSS2 will be superseded in their Authority area. This will not however prevent the remaining Authorities from continuing to apply SEDTCSS2 in the meantime.
- 1.2 SEDTCSS2 provides for developer contributions towards transport schemes identified as necessary to accommodate and mitigate the transportation impact of expected levels of development up to 2014. The contribution will be used to support transport schemes (or enhancing schemes which are already listed) in the Local Transport Plan 3 (LTP3) Implementation Plan and Priority Ranking List. A proportion of the contribution will support the A31 trunk road scheme major improvement, in accordance with the Memorandum of Understanding with the Highways Agency. The detailed evidence base for the distribution of development related traffic is taken from the SE Dorset Multi-Modal Transport Study (SEDMMTS), published in 2011.
- 1.3 The transport contribution required will be in proportion to the additional standard daily trips generated by the development. TRICS (Trip Rate Information Computer System) is a nationally recognised data base of trip-rate information that has been used to define trip rates within SEDTCSS2.
- 1.4 The contribution is £350 per additional standard daily trip (or proxy for such vehicular trip). The contribution will be used to mitigate the transport impacts of all new development in the SE Dorset Area. SEDTCSS2 SPD will be reviewed annually.
- 1.5 For applications determined since 1 April 2011 prior to the adoption of this SPD where Developer Contributions above £350 per trip were negotiated the contribution sought will be reduced to reflect £350 per trip, where this has been agreed with the applicant. Applicable contributions negotiated below £350 per trip will remain unchanged.
- 1.6 The National Planning Policy Framework continues to set out the policy considerations that developer proposals are sustainable. It also reaffirms that contributions can be sought to ensure mitigation measures address the cumulative impact of developments on the transport network.

## **2. Introduction**

- 2.1 The South East Dorset Transport Authorities adopted the Bournemouth, Poole and Dorset Local Transport Plan 3 (LTP3) in 2011. This has been underpinned by SEDMMTS, a major transportation assessment that provides detailed evidence of the impact of development on the transport network.
- 2.2 A good quality transport system is essential to support the local economy and the quality of life for the communities of South East Dorset. It must however be developed sensitively to protect and enhance the very special quality of the natural environment in which it is set and which is an extremely important and internationally recognised asset. It must also be sensitive to the built environment of the area and to those communities who live and work

here to safeguard their quality of life and not create barriers to delivering sustainable communities.

- 2.3 Developer contributions or planning obligations are intended to ensure that developers provide appropriate contribution measures to address the impact of the proposed development. Government policy statements recognise that where existing infrastructure is inadequate to meet the needs of new development, it is reasonable to expect developers to contribute towards the financing of new or improved infrastructure directly related to those development needs.
- 2.4 It is well established that development places additional demands upon infrastructure such as transport and Government policy supports the principle that all development should share the cost of facilities for which it creates a need and that new development itself should make a greater contribution to the infrastructure costs faced by local communities than is currently the case. This is clearly established in the Community Infrastructure Levy, where it is recognised that as development creates the need for infrastructure, it should legitimately make a contribution towards its provision.
- 2.5 Current local planning and housing policies propose to introduce over 33,000 new dwellings in the Bournemouth and Poole Housing Market Area between 2011 and 2026, placing new challenges on all the Authorities to effectively manage the increased demand on infrastructure. A large proportion of these homes are likely to be built on small and/or windfall sites throughout the urban areas and they will place a severe cumulative burden on transport infrastructure.
- 2.6 It is imperative that new development should not detract from the quality of services and facilities made available to the existing population. If development is permitted which does not meet associated infrastructure costs it will generally result in harm to the local community, by the increased use of existing facilities to the detriment of existing users.
- 2.7 Incrementally every additional vehicle trip contributes to a demonstrable cumulative impact on the highway network. The basic measure of transport impact is quantified by the net increase in the number of standard daily trips that a development is expected to generate. A financial value is then attached to each standard daily trip.
- 2.8 The contribution amount per additional standard daily trip will be reviewed annually. The annual review will consider the principles identified at Appendix A.

### 3. Purpose

- 3.1 This document is critical to the implementation of the transportation strategy for South East Dorset, as set out within Local Transport Plan 3 and the development plans for the area. It has been jointly prepared by:

|                              |                     |                    |
|------------------------------|---------------------|--------------------|
| Dorset County Council        | Transport Authority | Planning Authority |
| Bournemouth Borough Council  | Transport Authority | Planning Authority |
| Borough of Poole Council     | Transport Authority | Planning Authority |
| Christchurch Borough Council |                     | Planning Authority |
| East Dorset District Council |                     | Planning Authority |

- 3.2 Additionally, it has been prepared in agreement with the Highways Agency.

- 3.3 It provides details on the level of financial contributions that will be sought from developers in South East Dorset towards implementing the transport strategies set out in both the Local Transport Plan 3 and Statutory Development Plan documents. These contributions will be used towards mitigating the individual and cumulative transport impacts of development proposals.
- 3.4 It summarises the policy background and need for contributions to transport infrastructure in South East Dorset, before setting out how the policies are to be implemented.
- 3.5 This Supplementary Planning Document therefore establishes a clear formula for calculating a standard charge, per additional standard daily trip, in respect of transport infrastructure requirements. Securing the contribution will enable the implementation of necessary transport improvements to mitigate the impact of additional pressure on the transport network.
- 3.6 This Supplementary Planning Document:
- Sets out the justification for the approach.
  - Identifies the measures required to accommodate the new development.
  - Establishes a proportionate level of contribution towards mitigation in the form of a charge per additional standard daily trip to the development.
- 3.7 In setting a system of local contributions the process must be transparent and provide clear and consistent guidance to developers. This approach was supported by PPS12, PPG13, Circular 05/05, the Community Infrastructure Levy and is now reaffirmed with the National Planning Policy Framework (NPPF).
- 3.8 The developer contributions collected towards transport infrastructure secured through this Supplementary Planning Document will only be spent improving transportation in South East Dorset, to mitigate the impact of development, as set out within LTP3. The strategy's detail will inevitably change over time to reflect the prevailing transport situation both locally and nationally. Changes in Government policy, environmental constraints, scheme design issues, the development of the SEDMMTS, external funding streams, and other circumstances beyond the control of the Councils may mean that alternative solutions will need to be found to meet the objectives of the strategy. These alternative solutions will mitigate the impact of new developments on the transport network.

## 4. National Policy Background

- 4.1 It is clear from National Planning Policy that it is acceptable to seek financial contributions to mitigate the impact that development has on infrastructure. The National Planning Policy Framework sets out the policy considerations to ensure that development proposed is fundamentally sustainable.
- 4.2 NPPF, paragraph 204, identifies the following requirement for planning obligations. "Planning Obligations should only be sought where they meet all of the following test:
- Necessary to make a proposal acceptable in planning terms;
  - Directly related to the proposed development; and
  - Fairly and reasonably related in size and type to the proposed development."

- 4.3 The Community Infrastructure Levy regulations 2010 reiterate these tests (Section 122). Section 123(4) also establishes that up to the 6th April 2014 there is a transition between the existing planning obligations system and the Community Infrastructure Levy.
- 4.4 Circular 05/05 (now revoked) recognised that individual developments may not have sufficient impact to justify discrete infrastructure but still have an impact. NPPF, paragraph 32, similarly recognises that incremental development has a cumulative impact and thus remains consistent with the principles upon which this contributions policy is based.
- 4.5 SEDTCS2 is based on the need to mitigate the incremental and cumulative impact of development based upon the estimated additional average daily vehicular trips likely to be generated. It therefore satisfies the requirements of the NPPF in respect of cumulative impact being appropriately mitigated through a cost effective manner as without mitigation the residual cumulative impact would be severe.
- 4.6 SEDTCS2 similarly meets the requirements of the tests as follows:
- “Necessary to make the development acceptable in planning terms”**
- 4.7 Information from TRICS and SEDMMTS clearly show that a large proportion of new development creates additional average daily vehicular trips which affect the whole of SE Dorset. This increase in vehicular trips puts pressure on existing transport networks which as a result need improvement. SEDTCS2 sets in place a method by which the impact of new development can be mitigated and therefore made acceptable in planning terms.
- 4.8 The obligations required by SEDTCS2 only provide for infrastructure which would not have been necessary except for the development or where development exacerbates an existing problem.
- “Directly related to the development**
- 4.9 SEDTCS2 applies to the functionally related area of SE Dorset identified in the Bournemouth Dorset and Poole Structure Plan and also the draft Regional Spatial Strategy (See Map 1). This is in effect the Bournemouth/Poole/Christchurch conurbation and its hinterland. The most recent reflection of this inter relationship has been the completion of SEDMMTS. The economy and social requirements of this area rely on the transport system. Transport movements cross local authority borders and the interactions are clearly shown within SEDMMTS. It is therefore considered appropriate for SEDTCS2 to apply across the whole area.
- 4.10 The approach being pursued acknowledges that development in for example Christchurch has a relatively small impact on transport improvements required in Poole and vice versa. However, even these relatively small impacts result in significant cumulative impacts across the area. In particular, the cumulative transport impacts from development on the A31 (Trunk Road) are shown by SEDMMTS to have a significant detrimental effect that requires mitigation across the whole area covered by SEDTCS2. Nevertheless, the greatest impact of a development will be local to that scheme. Therefore, for every planning application where a contribution is identified, the schemes where the mitigation is to be applied will be identified, when requested by the applicant, before the Council determines the application. This will show the clear relationship of the transport scheme to the development. The list of schemes will comprise:
- Locally important (LTP3) schemes in the vicinity of the development as identified within the LTP3 Implementation Plan and Priority Ranking List.
  - The A31 Ameyford-Merley scheme.

**“Fairly and reasonably related in scale and kind to the development”**

- 4.11 In accordance with the CIL regulations and the NPPF, the level of contribution is directly and fairly related to the development since the approach recognises that different types of development generate different levels of traffic which have different impacts to be mitigated. It is equitable since it only applies to development based on its generated net increase in traffic.
- 4.12 Where a network is operating at or close to capacity, even a small amount of additional traffic can have a disproportionate impact. Indeed paragraph 3.43 of the SEDMMTS Final Report highlighted the increases in car use and associated worsening of congestion, would have a considerable impact on the environment of the South East Dorset area. It is therefore appropriate to collect contributions from development where the existing network is unable to absorb the impact of proposed development trips, on top of existing trips, in terms of congestion, accessibility or air quality.
- 4.13 The SED strategy is based on the need to mitigate the incremental and cumulative impact of proposed development based upon the estimated additional standard daily trips likely to be generated. In order to mitigate the impact of traffic the adopted strategy aims to encourage public transport use and improve accessibility, and therefore sustainability, by improving access for other modes of transport as well as providing improved capacity when appropriate.
- 4.14 In line with latest guidance, the Councils have adopted and published a structured approach to the identification of the joint transport needs which are fairly and reasonably related to development proposals. This aims, in particular, to improve the link between meeting the needs of development and the aims of the Strategy within the Local Transport Plan 3 to widen travel choice.

**PPS1: Delivering Sustainable Development**

- 4.15 PPS1: Delivering Sustainable Development has been replaced. Paragraph 5 of PPS1 required that:

“Planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by... ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.”

- 4.16 The basic tenet of the NPPF is identical as paragraphs 152,157,158, 162, and 176 refer. SEDTCS2 seeks to ensure that this is the case by ensuring that sustainable transport improvements are provided and impacts minimised or mitigated.

**PPS12: Development Plans**

- 4.17 PPS12: Development Plans has been similarly been replaced by the NPPF. The basic reliance on PPS12 was to ensure infrastructure needed to support development is planned for. NPPF paragraphs 21 and 31 reiterate this point.

**PPG13: Transport**

- 4.18 PPG13: Transport has also been replaced by the NPPF. Nevertheless the NPPF clearly supports the promotion and maximisation of sustainable transport, together with policies which contribute to wider sustainability and health objectives [inter alia paragraphs 29, 35 bullets 2 & 3 and 41 (with particular reference to rail) and paragraph 70 with regard to access to key services and infrastructure]. The strategy and schemes for which the



transport contributions are sought is no different. The interventions necessary all promote sustainable travel, and by default sustainable communities as it is obvious that development and growth creates a need for additional infrastructure and services. Planning obligations sought through this SPD are to 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.

- 4.19 In conclusion, SEDTCS2 is a practical solution for mitigating the incremental and cumulative impact on the transport network of proposed development. The estimated net standard daily trip likely to be generated by different types of development forms the basis of calculating the contribution required to cost effectively provide the mitigation.

## **5. Regional Policy Background**

- 5.1 The NPPF reinforces the importance of up to date development plans. The age of development plans does not however negate the need to address evidence based issues identified therein - to the extent that the issues remain valid. NPPF paragraph 211 recognises this. The evidence base has led to statutory LTP3 Implementation Plan to support mitigation for the proposed development levels within South East Dorset.
- 5.2 To the extent that the NPPF affords weight to extant plans paragraphs 218 - 219 reflect the provisions in the Localism Act – to this extent the extant Regional and Local Plans remain a material consideration. Notwithstanding this NPPF paragraph 216 requires weight to also be afforded to emerging plans.
- 5.3 The statutory development plan for SE Dorset currently includes the current regional plan (RPG10). It was due to be replaced by the draft Regional Spatial Strategy which had been subject to Secretary of State Modifications following an Examination in Public. These reinforce the need and validity of SEDTCS2.
- 5.4 Whilst RPG10 is relatively old it still remains the only extant regional guidance. Policy IM1 of RPG10 states that developers and landowners will need to contribute to the infrastructure required to serve their developments both by direct provision on-site and through Planning Agreements where infrastructure is off-site.
- 5.5 Development Policy D and Policy SR26 of the draft Regional Spatial Strategy support this approach. These policies recognise that the delivery of key transport infrastructure is a pressing concern across the region and that there is a need to explore all funding possibilities including Section 106 agreements and pooling of contributions between authorities.
- 5.6 The intention of the Government is to abolish the Regional Spatial Strategy and this will take place once the Localism Act comes fully into force. Up until then its evidence base and the draft plan may be afforded weight to be determined by the decision maker.

## **6. Dorset Policy Context**

### **Structure Plan**

- 6.1 The statutory development plan for SE Dorset includes the adopted Bournemouth, Dorset and Poole Structure Plan (2001) CSP28.
- 6.2 Implementation Policy E of the adopted Bournemouth, Dorset and Poole Structure Plan (2001) CSP28 requires local planning authorities to ensure that sufficient transport

infrastructure is provided to meet the economic and social needs of the local area and that:

'When preparing local plans .....should ensure that the development can be satisfactorily serviced in terms of water supply, drainage, sewerage, energy supplies, telecommunications and a range of transport modes, Where appropriate developer contributions to the provision will be sought.'

### **Local Transport Plan 3 (LTP3)**

- 6.3 LTP3 covers the period from 2011 to 2026 and came into effect from April 2011. In South East Dorset, the LTP3 draws heavily on the recently completed South East Dorset Transport Study. SEDTCS2 forms an important function in helping to raise the finance necessary to implement transport improvements identified in LTP3 that have been identified as being necessary to mitigate the impact of new development.

#### **Policy LTP A-3 states that:**

"In order to ensure that new development is adequately served, mitigates impacts on the existing network and promotes sustainable travel options, the authorities will work with the Local Planning Authorities to ensure that requirements for developer funding for transport are applied through the planning process which:

- i. Contribute towards priorities and schemes contained within the LTP that are deemed to directly relate to, and mitigate impacts of, their development.
- ii. Fund the necessary transport infrastructure and mitigation measures required for the development of their particular site. This shall include high quality, attractive links to walking, cycling and public transport networks
- iii. Make a financial contribution towards existing tariff-based transport contribution schemes or (when produced) a Community Infrastructure Levy, where appropriate. This shall provide for transport infrastructure identified as necessary to support planned growth and mitigate the proportionate cumulative impact of additional trips generated by their development on the wider transport network, in accordance with government guidance."

#### **Policy LTP N-3 states that:**

"Developer funding through pooled contribution schemes (such as the SE Dorset Transport Contributions Scheme and the Purbeck Interim Planning Framework) will be sought to contribute towards the strategic transport infrastructure identified as necessary to mitigate the cumulative impacts of planned growth in SE Dorset to 2026. This will complement other third party funding sources, including bids to central government."

## **7. Local Policy Context**

- 7.1 Each planning authority has a different local statutory development plan situation and these are set out below:

### **East Dorset**

- 7.2 The adopted East Dorset Local Plan (2002) is the current statutory development plan for the District. In 2007 the Secretary of State saved policies within the Plan which will remain in force until replaced. One of the saved policies is as follows:

#### **Policy TRANS14:**

Where new development will have an impact on transportation links for which existing infrastructure is inadequate, developer contributions will be sought to the whole or part of

the cost of providing or improving sustainable transport facilities which are fairly and reasonably related to the development.

- 7.3 The Council is currently making progress on a Core Strategy. As of April 2012 it had published and consulted on an Options document, and was consulting on a pre Submission document. The Council also intends to progress a Community Infrastructure Levy charging schedule and for this to be adopted in 2013, along with the Core Strategy.

**Policy KS11 states:**

Transport and development

The Councils will use their planning powers to influence development so that it reduces the need to travel, provides improved access to key services and facilities and promotes alternative modes of travel. Development will be permitted where mitigation against the negative transport impacts which may arise from that development or cumulatively with other proposals is provided. This shall be achieved through the submission of a transport assessment or transport statement, and where appropriate:

- i. contributions towards local and strategic transport improvements in line with the authorities' contributions policy;
- ii. contributions to transport modelling work;
- iii. the provision of new and the improvement of existing public transport, pedestrian and cycle routes;
- iv. the provision of travel plans to promote sustainable travel patterns such as park and change, car sharing and car clubs; and
- v. the implementation of works to the highway.

Development should be in accessible locations that are well linked to existing communities by walking, cycling and public transport routes. Development must be designed to:

- direct, attractive routes for walking, cycling and public transport;
- provide safe access onto the existing transport network;
- allow safe movement of development related trips on the immediate network; and
- minimise the number of new accesses on to the primary route network.

**Christchurch**

- 7.4 The adopted Borough of Christchurch Local Plan (2001) is the current statutory development plan for the Borough. In 2007 the Secretary of State saved policy T18 which establishes that the Council will seek contributions for transport infrastructure to enable development to take place. One of the saved policies is as follows:

**Policy T18:**

Any new development proposal likely to generate additional traffic will not be permitted if it materially affects road safety, or the ability of the existing transport infrastructure to accommodate the additional traffic, unless remedial measures to overcome the problem are provided by any or all of the following means:

- 1) Off-Site Highway Improvements
- 2) Traffic Management Measures
- 3) Cycling and Pedestrian Facilities
- 4) Improvement to Public Transport Services
- 5) Taxi Stands
- 6) New or Improved Access and Service Facilities

In Large Development proposals a Traffic Impact Assessment will be required.

Contribution in whole or in part may be required for works and improvements deemed necessary to enable the development to proceed. The contributions will be sought by conditions or planning obligations.

- 7.5 Christchurch Borough is working in partnership with East Dorset District Council on the preparation of a joint Core Strategy and Community Infrastructure Levy. The commentary above on these therefore applies.

### **Bournemouth**

- 7.6 The adopted Bournemouth District Wide Local Plan (2002) is the current development plan for the Borough. In 2007 the Secretary of State saved Policy 8.13 which requires the provision of contributions from developers to implement highway improvements to enable development to proceed. One of the saved policies is as follows:

#### **Policy 8.13**

Where highway improvements are necessary in order to enable a particular development scheme to proceed, contributions will be sought from the developers. The scale of contributions will take into account the scale and kind of development and will relate to the cost of providing or improving highway facilities that are fairly and reasonably required for and directly attributable to the development.

- 7.7 The Council is progressing with a Core Strategy and has undergone an examination in March 2012. Policy CS13 of the emerging Bournemouth Plan can be afforded significant weight in determining development proposals.

#### **Policy CS13 states:**

Delivering Transport Infrastructure

The Council will require new development to be served by adequate transport infrastructure and will ensure that impacts on the existing transport network are mitigated. This shall include requirements for developers to:

- Contribute towards improvements to the existing transport infrastructure that are deemed to directly relate to, and mitigate against the impacts of, new development;
- Fund the necessary transport infrastructure and mitigation measures required for the development of their particular site, including high quality, attractive links to walking, cycling and public transport networks; and
- Make financial contributions towards existing transport contribution schemes or when introduced a Community Infrastructure Levy, when appropriate, to provide for transport infrastructure identified as necessary to support planned growth and to mitigate the proportionate cumulative impact of additional trips generated by their development on the wider transport network.

- 7.8 Once the Core Strategy is adopted Policy CS13 will supersede Policy 8.13.

### **Poole**

- 7.9 Borough of Poole Council adopted a Core Strategy in February 2009. Policy PCS 37 sets out the role of developer contributions in shaping places.

#### **Policy PCS37 states:**

New development should assist in creating sustainable communities. A framework for financial contributions from development will be set out in Delivering Poole's Infrastructure Development Plan Document which will provide certainty to developers about what is

expected from them in meeting the needs of their developments and, in turn, helping to shape a better future for Poole residents. Such obligations will adhere to the following principles:

- i. **making better places:** delivering high quality buildings, places and spaces will require investment in a variety of physical enhancements including paving, street furniture, lighting, public spaces and public art, mainly in local centres and other focal points of community life which are capable of serving the development;
- ii. **promoting active communities:** this will involve the provision of necessary community facilities and infrastructure, including affordable housing, recreation facilities, schools, health care and community centres;
- iii. **providing safe, convenient access for all:** priorities will be sustainable travel measures such as bus priority, cycle lanes, better pedestrian facilities which improve safety or access to local facilities, steps to reduce community severance and improve the opportunity of people with disabilities or impaired mobility to play a full and active part in the community;
- iv. **impact minimisation:** measures needed to avoid or mitigate a potentially adverse impact. Measures will include flood risk alleviation, heathland and other habitat impact mitigation, provision of essential transport infrastructure, and traffic impact mitigation on prime transport corridors (including managing traffic growth impacts in accordance with priorities arising from the South East Dorset Multi Modal Transport Study, and measures to minimise noise, air pollution and traffic hazards).

Priority locations for the use of developer contributions in delivering principles i-iv will be:

- a. Town Centre North
- b. The Regeneration Area
- c. The east-west corridor and other prime transport corridors
- d. Areas of highest flood risk, principally in the Regeneration Area
- e. All local centres, but in particular:
  - those along the A35 east-west corridor - Ashley Cross, Ashley Road, Bournemouth Road, Poole Road and Parkstone Road/Civic Centre;
  - local centres identified in most need of investment and improvement – Hamworthy, Creekmoor, Canford Heath and Wallisdown
- f. the Natura 2000 habitats of Dorset Heathlands and Poole Harbour SPA and Ramsar sites;
- g. Poole's District Parks and strategic recreation facilities
- h. Local Area Agreement Priority Areas of Hamworthy, parts of the Town Centre, and Alderney.

7.10 The Council is progressing work to adopt a Community Infrastructure Levy Charging Schedule in 2012 and has recently adopted a Site Specific Allocations and Development Management Policies DPD that is of relevance.

7.11 A list of the relevant policies is included in Appendix B.

## **8. Development and Transport in South East Dorset**

8.1 South East Dorset, focused on Bournemouth, Poole, Christchurch and the southern part of East Dorset district, is one of the South Coast's major urban centres. With a population of 450,000, it is the second largest urban area in the South West. It has a broad-based economy, with significant sectors specialising in tourism, education, financial services, high tech and marine industries, retailing, leisure and entertainment.

- 8.2 Its setting in internationally recognised quality countryside and coastal environment makes it unique for a conurbation of its size. It is an area that attracts people to live, learn, work, relax and retire. It has seen significant growth over many years, principally through the immigration of both people and companies substantially from London and the South East. The strategic transportation network is defined in the LTP3 and comprises:
- The primary route network (including the A35, and the A31 Folkestone to Honiton Trunk Road)
  - Bournemouth Airport,
  - The Port of Poole,
  - The Weymouth-Waterloo railway line
- 8.3 The conurbation of South East Dorset is likely to experience significant growth over the next 15-20 years. This growth must be managed against a context of limited opportunities for the outward expansion of the conurbation and a supporting transport infrastructure that is already strained.
- 8.4 The area suffers problems of peak period congestion throughout the whole highway network, and particularly on its main east-west routes. As an example, the main A35 between the three town centres of Poole, Bournemouth and Christchurch carries heavy volumes of traffic with over 30,000 vehicles per day at the Poole/Bournemouth boundary and 43,000 per day on the section through Christchurch. Other sections of roads carry over 50,000 vehicles per day. With the absence of high capacity links, congestion in the area is not confined to the traditional peak hours and has spread to other times of the day.
- 8.5 To accommodate planned development it is essential that investment in transport and other infrastructure is made to accompany the estimated growth in travel demand. A strategy to address the transport issues is set out in the LTP3 and takes into account the fact that further development across the area will invariably add further pressure and demands on the transport infrastructure. Congestion and unreliable journey times can prejudice economic success and development, as well as harm the environment and air quality. The challenge in the future is to manage economic and population growth in order to deliver economic and social wellbeing without congestion.
- 8.6 As identified by particularly paragraphs 3.44, 10.2,- 10.7, 10.12, 10.26. 10.32 – .10.39 and 10.125 of the SEDMMS Final Report without suitable mitigation and infrastructure improvements there is a real danger that the following economic and social impacts on the transport network of South East Dorset will occur:
- an increase in the overall level of congestion on the road network, lengthening journey times and reduced journey time reliability; and
  - a reduction in the attractiveness of bus services through increased congestion in urban areas, thereby strengthening the dominance of the car for travel in South East Dorset

## 9. Scope

- 9.1 This Supplementary Planning Document will apply to the area defined as South East Dorset, with the exception of the part in the administrative area of Purbeck District Council (See Map 1). Hence it applies throughout Poole, Bournemouth, Christchurch, and the majority of East Dorset District Council, until 31 March 2014. As each authority adopts CIL SEDTCS2 will be superseded in their Authority area. This will not however prevent the remaining Authorities from continuing to apply SEDCTS2.

9.2 Map 1: SE Dorset Developer Transport Contributions 2 SPD Boundary



Ref: SEDDCB-F  
Date: 08/02/2010  
Scale 1:125000  
Drawn By: JSR  
Cent X: 405563  
Cent Y: 99972

South East Dorset Developer Contributions Boundary - Final

THIS MAP IS NOT DEFINITIVE AND HAS NO LEGAL STATUS

- 9.3 This Supplementary Planning Document will apply to all types of development where there is a net increase in standard daily trips. A standard daily trip refers to net additional daily vehicular trips. In general terms, TRICS is used to assess the average weekday vehicular trip rate for a development (arrivals and departures), and this trip rate will be used as the basis for calculating the standard daily trip. An allowance for pass-by trips will be made for applicable developments at the Council's discretion. Where all or a substantial proportion of the trips are made by sustainable transport modes the relevant Council will use vehicular trips as a proxy to assess the likely impact on the network.
- 9.4 TRICS studies show that not all the vehicle trips generated by new commercial development give rise to additional traffic on the road network. This is because some journeys will be passing by the site of the development before it is built, and will merely divert into the new development. This 'pass-by' traffic varies dependent on the type of development; an allowance for pass-by trips may be made for appropriate developments where applicable.
- 9.5 The standard daily trips will be obtained from the Transport Statement/Transport Assessment (TA/TS) forming part of the development proposal, except for where a TS/TA is not required. The standard daily trips most akin to the existing/proposed use(s) will be used if specific trip information is unavailable, unless appropriate survey data and evidence is provided. Developers who claim that their development will generate fewer trips than TRICS evidence shows will be required to provide robust evidence to substantiate their claim.
- 9.6 Where a site has a previous use, the net increase in standard daily trips will be used to calculate the contribution. If any building(s) which generate trips are demolished prior to registration of the application no trip 'credit' will be allowed for this building(s). Additionally, where a site has been dormant for five years or more all traffic generated by the proposed new use will be considered to be new to the network. This means all standard daily trips generated by the new development will be used to calculate the contribution. SEDTCS2 acknowledges that trips per dwelling size is a more pragmatic measurement for residential developments. The following trip rates shown in Table 1 below shall be used for all residential development, whether or not a Transport Assessment or Statement supports a planning application:

**Table 1: Residential trips per dwelling size**

| Dwelling Size      | Standard Daily Trips |
|--------------------|----------------------|
| 1 Bed development  | 5                    |
| 2 Bed development  | 6                    |
| 3 Bed development  | 7                    |
| 4+ Bed development | 8                    |

- 9.7 The following exemptions will apply:
- Applications where a S106 Agreement has already been signed and implemented and there is no change to the proposed development that would significantly increase its impact;
  - Applications which are unaltered to current extant permissions approved prior to the introduction of SEDTCS;
  - Applications for "enabling" development to ensure the restoration/repair of Listed Buildings on the Councils "Building at Risk" Register;
  - Applications for adverts/signs, masts, tree work and other infrastructure which clearly has negligible trip generation;



- Applications for any development that results in no increase in floorspace or no additional residential units or any change of use/other development that is permitted by the General Permitted Development Order.

9.8 All development proposals will be expected to comply with this Supplementary Planning Document and take the requirement for contributions into account in working out the financial economics of any development proposals. If the developer considers that the level of obligations required would render their proposal unviable, then the developer will be expected to provide the full financial details of the proposal to the Council, in a financial appraisal submitted and signed by an appropriate qualified professional. This will be handled on a confidential basis in recognition of a developers commercial interests.

9.9 For the Council to consider an ‘unviable’ argument, it will be essential that the developer shares information substantiating this on an open book basis. The developer and Council will equally share the costs of assessing any Financial Viability Appraisal undertaken by the Council or its representative. As final recourse if it is not possible to reach agreement on the financial viability, mediation will be undertaken with the apportionment of the costs determined by the adjudicator.

## 10. Calculating the contribution

10.1 The initial contribution will be £350 per additional standard daily trip. This has been calculated by costing the transport contribution measures required to support the predicted development levels to 2014 and dividing it by the associated development generated trips (further details are provided at paragraph 11.2). This will be reviewed annually by the five Councils

10.2 Thus if a development generates an additional 152 standard daily trips on the transport network, the transport contribution payable is  $£350 \times 152 = £53,200$ .

10.3 For applications determined since 1 April 2011 prior to the adoption of this SPD where Developer Contributions above £350 per trip were negotiated the contribution sought will be reduced to reflect £350 per trip, where this has been agreed with the applicant. Applicable contributions negotiated below £350 per trip will remain unchanged.

## 11. How the Contribution will be applied?

11.1 The Councils’ strategy for South East Dorset area is to mitigate the impact of new development by delivering the transportation measures identified in SEDMMTS and LTP3. Prior to the adoption of CIL, SEDTCS2 is the mechanism for collecting financial contributions from developments towards implementing these mitigation measures.

11.2 The expected growth from new homes and the expansion of the economy is anticipated to support 31,030 additional daily trips during 2011-14. The required contribution to support the growth has been identified in Table 2 as being £43,604,548 with £10,855,800 related to the mitigation of new development. Thus the cost of providing the transport contribution required is £350 per additional standard daily trip to mitigate the developer impact.

11.3 The list of transport schemes in Table 2 is indicative of the mitigation strategy up until 2014. Additional transport schemes will be developed in order to deliver the mitigation strategy in the longer term in line with SEDMMTS and LTP3. The Local Transport Plan 3 Schemes include the LTP Implementation Plan and Priority Ranking list of schemes.

Whilst contributions may be used to fund the schemes identified in Table 2, alternative provision to achieve similar modal shift may also be made as the schemes in Table 2 may have been completed prior to the contribution being collected. The nature and extent of the improvements will be agreed with the developer through a Section 106 Agreement, taking account (if applicable) of any transport assessment that has been prepared.

**Table 2: Use of SEDTCS2 Mitigation**

| Transport Schemes                            | Estimated funding requirement 2011-14 | Public Sector/ other funding 2011-2014 | SEDTCS2 Mitigation Contribution | Contributions spent in the Authorities below |
|--|---------------------------------------|--|---------------------------------|--|
| Local Transport Plan 3 Schemes               | £14,582,000                           | £9,460,000                             | £5,122,220                      | All  |
| 3 Towns Corridor                             | £18,486,000                           | £16,486,000                            | £2,000,000                      | Poole, Bournemouth & Christchurch            |
| BE SMArT                                     | £5,880,748                            | £5,580,748                             | £300,000                        | Bournemouth                                  |
| North Bournemouth Quality Bus Corridor       | £200,000                              | £0                                     | £200,000                        | Bournemouth                                  |
| Joint Traffic Control Centre                 | £250,000                              | £0                                     | £250,000                        | All  |
| Poole Bridges Regeneration Initiative (PBRi) | £1,960,000                            | £562,000                               | £1,398,000                      | Poole  |
| Blackwater Improvement (B3073 Phase1)        | £1,160,000                            | £660,000                               | £500,000                        | Christchurch                                 |
| A31 Trunk Road improvements                  | £1,085,580                            | £0                                     | £1,085,580                      | All  |
| <b>Total</b>                                 | <b>£43,604,548</b>                    | <b>£32,748,748</b>                     | <b>£10,855,800</b>              |  |

- 11.4 Contributions will be used to provide transportation improvements within a defined area of South East Dorset, and/or for specific projects that will be agreed with the developer. These would normally be pedestrian and cycling improvements near to the site, or specific public transport improvements, or enhancements to the transport network where these have been identified as being appropriate to the development. The exact extent and nature of the improvements will need to be discussed, as these will be specific to each development proposal.
- 11.5 Contributions to be paid to the Council(s) will be secured through a Section 106 agreement, as would normally be the case with any improvement to be provided by the developer beyond the site boundaries. The agreement will specify the areas in which works are to be carried out, but the Council(s) will request that arrangements are put in place to permit the use of any contributions for other purposes identified within LTP3, with the agreement of the Developer. Any unused contribution will be returned to the developer after 15 years from the signed date of the legal agreement, which will depend upon the anticipated use to which the contribution will be put.

- 11.6 The contribution collected will be pooled and applied to the transport mitigation measures identified for 2011-14 within the LTP3 Implementation Programme, including the mitigation elements of the strategic A31 Ameysford to Merley improvement scheme, and strategic schemes of local importance. Contributions for the trunk road improvement will be pooled to contribute to its construction post 2021. The SEDMMTS has demonstrated that development across a wide area of SE Dorset will exacerbate congestion on the relevant part of the A31, thus appropriate mitigation is justified. The strategic schemes of local importance have been identified from SEDMMTS as being necessary to mitigate the localised impact of cumulative development within each of the relevant authorities.
- 11.7 As each authority adopts CIL SEDTCS2 will be superseded in their Authority area. This will not however prevent the remaining Authorities from continuing to apply SEDCTS2. Any CIL adopting Authority will ensure that the strategic scheme (A31) is funded as required by the mitigation strategy and Memorandum of Understanding. The local schemes are authority specific and so will inform the CIL charging schedule for the relevant CIL Authority. Any CIL operating Authority will not therefore adversely affect the funding arrangements for the other SEDTCS operating Authorities.
- 11.8 Thus SEDTCS2 uses the evidence from the SEDMMTS to justify the contribution required. By identifying the specific schemes where the mitigation will be applied, it fully meets the legal requirements of Community Infrastructure Levy Regulation 122.

## **12. Governance**

- 12.1 The governance arrangements involve a panel of Members from each of the participating Local Authorities, plus scrutiny representatives from the Home Builders' Federation, the Highways Agency, and a local transport operator. Together, they form the SE Dorset Transport Contributions Executive (TCE). The TCE will decide a practical funding programme for the works identified in Table 2. In deciding priorities they will have regard to the need to:
- Balance more expensive long term strategically significant schemes against less expensive easier to implement schemes.
  - Provide a realistic assessment of interventions that can be implemented within the plan period
  - Ensure that across the conurbation all areas covered by this guidance gain a fair and equitable distribution of the mitigating transport schemes, whilst remaining compliant with CIL 122.
- 12.2 The governance arrangements for TCE are a public document, and will be updated as required.

## **13. Payment of Contribution**

- 13.1 A letter will be sent out by the Local Planning Authority as part of the initial registration process, advising developers of the relevant planning policies, and the need for Transport Contributions.
- 13.2 An administrative charge to cover the cost of collection and distribution of the contribution will be applied as follows:
- 1% of the total contribution where payment is received in full on or before commencement with accompanying Section 106 Agreement or Unilateral Undertaking;

- 2% of the total contribution where the proposal is subject of a legal agreement which involves phased payments.
- 13.3 Administrative charges are subject to a minimum charge of £50 and a capped limit of £1,500 per contribution type.
- 13.4 Contributions will be held for 15 years to allow for the significant time required for the planning and delivery programmes associated with the major transport schemes. If works have not progressed within 15 years of the payment, then contributions will be refunded. Each Council will hold all SEDTCS2 contributions in a ring fenced interest bearing account. The amount of contribution which is repayable will also include interest calculated at a rate based on the Bank of England Base Rate prevailing from time to time or other agreed rate. The above Developer Contribution plus the administration charges are currently exempt from VAT.

## **APPENDIX A**

### **Annual Review Principles**

The principles to be applied to the annual scheme review of the policy will include reference to the following:

- Actual residential and commercial development levels;
- Any revisions to planning legislation and procedures;
- Analysis of appeal decisions and financial viability assessments;
- Any changes to Government funding procedures;
- Impact on the delivery of the transport mitigation measures within the Local Transport Plan 3 Implementation Plan 2011- 2014;
- Any required re-evaluation of the trip tariff.

**APPENDIX B**

**National Policy Background**

|  |  |
|--|--|
| National Planning Policy Framework 2012  | <a href="http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicyframework/">http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicyframework/</a>                              |
| Planning Obligations Practice Guide'   | <a href="http://www.communities.gov.uk/planningandbuilding/planningpolicy/planningpolicyframework/planningobligationspracticeguide/">Planning Obligations: Practice Guidance - Planning, building and the environment - Communities and Local Government</a> |
| Community Infrastructure Levy Regulations 2010)  | <a href="http://www.legislation.gov.uk/ukxi/2010/948/contents/made">http://www.legislation.gov.uk/ukxi/2010/948/contents/made</a>  |
| Community Infrastructure Levy (Amendment) Regulations 2011   | <a href="http://www.legislation.gov.uk/ukxi/2011/987/contents/made">http://www.legislation.gov.uk/ukxi/2011/987/contents/made</a>  |
| Third Report of the Committee on Standards in Public Life 'Standards of Conduct in Local Government' July 1997 Paragraph 306 | <a href="http://www.archive.official-documents.co.uk/document/cm37/3702/370208.pdf">http://www.archive.official-documents.co.uk/document/cm37/3702/370208.pdf</a>  |

**Regional Policy Background**

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|--|--|---|
| Regional Planning Guidance for the South West (RPG 10) (2001), Government Office for the South West                                      | <a href="http://www.southwest-ra.gov.uk/media/SWRA/Transport/RPG10Fulltext.pdf">http://www.southwest-ra.gov.uk/media/SWRA/Transport/RPG10Fulltext.pdf</a>                                  | Policy IM1  |
| Draft Regional Spatial Strategy for the South West 2006-2026 (2006), South West Regional Assembly  | <a href="#">SWRA - The Draft Regional Spatial Strategy</a>   | Paragraph 4.3.2, Development Policy D: Infrastructure For Development.<br>Policy SR7.1 Sub-Regional Approach,<br>Policy SR7.3 Employment Provision<br>Policy 7.4 Housing Provision<br>Policy SR26 |
| Draft Regional Spatial Strategy for the South West 2006-2026 (2006), South West Regional Assembly Panel Report                           | <a href="#">SWRA - Independent Panel Report on the Examination in Public of the Draft South West RSS</a>   | Policy SR26<br>Panel Report<br>Recommendation 4.7.1   |
| The Draft Revised Regional Spatial Strategy for the South West 2006-2026 (2006), incorporating the Secretary of State's Proposed Changes | <a href="#">Government Office South West - Regional Strategies - The Draft Revised Regional Spatial Strategy for the South West Incorporating the Secretary of States Proposed Changes</a> | Paragraphs 3.6, Development Policy D, Paragraphs 4.08, 4.151 – 4.156  |

| <b>Strategic Policy Background</b>   |   |  |
|--|---|--|
| Bournemouth Dorset and Poole Structure Plan (2001)<br>Bournemouth Borough Council Dorset County Council & Borough of Poole | <a href="#">Structure Plan</a>  | Implementation Policy E  |
| South East Dorset Local Transport Plan 3   | <a href="http://www.dorsetforyou.com/localtransportplan">http://www.dorsetforyou.com/localtransportplan</a>   | Policy LTP A-3<br>Policy LTP E-5<br>Policy LTP N-3<br>Policy LTP N-6<br>Policy LTP N-7 |
| <b>Local Policy Background</b>   |   |  |
| Bournemouth Local Plan 2002  | <a href="#">Bournemouth Local Plan 2002</a>   | Paragraph 8.60<br>Policy8.13<br>Policy8.14<br>Policy 8.18<br>Policy 8.37               |
| Bournemouth Core Strategy (pre submission)   | <a href="http://www.bournemouth.gov.uk/PlanningBuildings/Planning/Policy/Local/CoreStrategy/CoreStrategyFiles/CS-PreSub-Main.pdf">http://www.bournemouth.gov.uk/PlanningBuildings/Planning/Policy/Local/CoreStrategy/CoreStrategyFiles/CS-PreSub-Main.pdf</a> | CS13   |
| East Dorset and Christchurch Joint Core Strategy (pre submission consultation)   | <a href="http://www.dorsetforyou.com/404983">http://www.dorsetforyou.com/404983</a>   | KS11   |
| Christchurch Local Plan Christchurch Local Plan 2001   | <a href="#">Borough of Christchurch local plan 2001</a>   | Policy T18   |
| East Dorset Local Plan 2002 Saved policies   | <a href="http://212.104.140.176/media/pdf/0/q/EDDC_Saved_Policies_Request_March07.pdf">http://212.104.140.176/media/pdf/0/q/EDDC_Saved_Policies_Request_March07.pdf</a>   | Paragraph 6.386<br>Policy Trans 14   |
| Poole Core Strategy  | <a href="http://www.boroughofpoole.com/planning-and-buildings/planning-information/local-development-framework/core-strategy/">http://www.boroughofpoole.com/planning-and-buildings/planning-information/local-development-framework/core-strategy/</a>       | Policy PCS37   |
| Poole Site Specific Allocations and Development Management Policies 2012   | <a href="http://www.boroughofpoole.com/planningandbuildings/planning/site-specificallocations/adoption/?Adoption">http://www.boroughofpoole.com/planningandbuildings/planning/site-specificallocations/adoption/?Adoption</a>                                 | Policy DM7   |