



ASSOCIATION OF TRAIN OPERATING COMPANIES

GUIDELINES FOR DEVELOPMENT MANAGEMENT FOR STATIONS

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ATOC

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1. INTRODUCTION

These brief guidelines have been produced by ATOC to complement current guidance on Station Travel Plans and cycling development, particularly the Station Travel Plan implementation guide (2013) and the Cycle-Rail Toolkit (2012).

They should be used alongside the 'How to Use the Guidance' document, which sets out the justification and approach. Their purpose is to provide a simple, short summary of requirements, which can be inserted directly into local authority planning policy and supplementary planning documents. This will ensure that through the pre-planning and live planning application phases, opportunities for encouraging multi-modal access are optimised – with a concerted effort to assess the unique requirements for each local situation.

The Development Management Guidelines ensure opportunities to build sustainable transport modes are maximised as part of station development schemes, both in terms of cycle parking and provision and wider Station Travel Plan initiatives. Station Development Schemes can be defined as refurbishment or improvement projects (some of which may not require planning permission) as well as rebuild or new-build schemes. They also include partnership schemes with, for example, private developers or local authorities where station interchange improvements are planned across multiple landowners including the 'public realm' or 'highway' land.

The overall thrust of Station Travel Plans is to ensure that every opportunity is taken to enhance accessibility to stations, across the range of modes. Whether trips are made by public transport, walking, cycling, taxis, car sharing or driving, providing modal choice is all about planning ahead early – and making sure that opportunities to improve access to, from and within the station are built into the planning process.

2. ORGANISATIONAL RESPONSIBILITIES

It is important that TOCs, Network Rail, local authorities and developers work together to make sure that links to stations are well considered and thoroughly planned with the appropriate level of funding and resources secured. This means that as part of every individual improvement scheme, a proper screening of the impact on all modes (car, bus, taxi, pedestrians, cyclists etc) must be fully carried out. Plus, the obligations associated with the Equality Act 2010 to positively enhance accessibility should be recognised and built into the design from the outset.

If any opportunities are missed to plan in these solutions as part of the TOC/NR scheme, it is the responsibility of the local planning/highway authority to use its development management and planning policy powers to ensure compliance at the pre-application and live planning application consultation stages.

For TOCs and Network Rail:

This means making sure that the minimum standards set out in this document are considered **right at the start of any development**. The guidance is **not designed as rigid criteria** to be treated as a pass mark, but intended to make sure that any Access for All, National Station Improvement Programme or other station scheme properly considers the needs of cyclists and other sustainable transport users right at the outset of project planning. **It is also to be used in the franchising process as a guideline for levels of station improvements required on a network.**

For local authorities:

This means integrating the guidelines into local policy, including supplementary planning documents and development management information, so that the ground rules are clearly in place ahead of any station development requiring planning permission. We have made the guidance tables and text deliberately succinct, so that local authority planning officers can easily 'drop in' the material as it stands or with any adjustments to reflect the local situation. The guidelines can be integrated into policy text, or added as an appendix, for example to Parking Standards or Travel Plan guidelines.

For two-tier authorities:

Where there is a two-tier system of local government (i.e. County and District councils) or split function within a unitary function (i.e. highways, planning and public realm), the local authority should determine the best 'home' for the guidance. But wherever it rests, it is important that there are officers in place to provide informed comments on individual planning applications able to relate this back to the 'standards'. Local authority officers will be encouraged to evaluate the proposals, not just on the basis of the current function of the station, but its potential future role in light of the planned development growth.

These guidelines help to match up the Station Travel Plan process with wider development management requirements and provide specific standards and expectations relating to cycling provision although they can be applied to other sustainable modes.

3. SECURING OPPORTUNITIES THROUGH THE PLANNING PROCESS

The text below is a helpful preamble to insert into any local planning guidance:

"When considering the use of Station Travel Plans, it is important to look at the role of the station and its potential for growth. Each Station Travel Plan will need to cater for different markets and therefore forward planning should take place in parallel with any new station – or major enhancement scheme. Where a local authority is proposing to enhance access to stations, this is another trigger to start planning early.

Where new housing or employment development is likely to occur, this should also be recognised in the scheme planning process. Sustainable travel measures (such as secure cycle parking, new cycle routes, better footpaths, improved bus waiting areas, etc), which are outside the station precincts and fall outside the rail industry's remit and influence, should then be delivered and funded via local transport strategies or through development control contributions via the relevant property developer or partnership funding where appropriate.

As part of the forward planning process, the scheme proposer should be looking at the key market segments that will currently - or in the future - be able to use the new facility. This will inform the variety of Station Travel Plan measures that are likely to have most impact on mode shift on journey to/from the station, and the unlocking of additional rail trips".

4. STATION TRAVEL PLAN — DEVELOPMENT MANAGEMENT REQUIREMENTS

The existing Station Travel Plan guidance (produced by the Association of Train Operating Companies) provides a pan-UK baseline to identify the level of activity needed to support different sizes of STP. The level of sophistication and detail required to develop an STP and its associated action plan is generally determined by the size, function and footfall of a station, but should a station be located in a housing, employment, leisure or commercial growth area (as defined by the Local Development Framework), then the local planning or highway authority should consider potential future impacts affecting the station and comment accordingly.

The recommended Station Travel Plan requirements are set out in Table 1 overleaf. For smaller stations (i.e. Network Rail Category 'E' and 'F stations), there is no formal requirement to produce Station Travel Plans, but there is a need to look at access arrangements, which may consist of a 'plan on a page' evaluation, a site constraints and opportunities plan and a brief action plan. Whilst the TOCs and Network Rail would be expected to submit this as part of any planning submission, production of this level of evaluation could be carried out by a Community Rail Partnership or other local group. As Parish/Town Councils and Neighbourhood Forums move forward with producing their own Neighbourhood Plans, this type of assessment could be compiled as part of the local neighbourhood audit process.

At all levels of STP assessment, it is important that the requirements of the Equality Act 2010 are taken into consideration, including the impact of the proposals on the full range of 'protected characteristic' groups covered by the Act. Also, whether the scheme/planning application has gone far enough to positively enhance the opportunities for access for members of each group.

Table 1: Development Management Guidelines for Station Travel Plans

Larger STPs	Station Characteristics			Station Travel Plan Characteristics (refer to the Station Travel Plan guidance, page 21)					
	Station Opportunity			Core requirements according to scale of station and growth					
	Station footfall	Network Rail Classification	Location Growth Potential	STP Category	STP Evidence Base	STP Documentation including Action Plan	STP Governance	STP Communication	STP Resources
	> 2 mill pax trips	(A) National Hubs – the largest (mainly terminal) stations in the UK, providing access to major centres and connecting strategic cities across the UK serving the most important cities. They provide the highest number of facilities	Serving major growth point for jobs or housing. Considerable scope to influence mode choice for trips to the station and onward journey across all customer markets. Proposed station scheme will unlock footfall increases of > 5%	Major STP – Network Rail and Major TOC stations	Full research including customer feedback and participation (focus groups, NPS/QuEST evidence), station audits including assessment of routes to stations. Provided as part of the options/feasibility stage for new schemes. Required for all major station redevelopments/new stations	Full STP showing how the STP measures support the proposed investment scheme and 5 year minimum horizon for benefits. Full set of targets based on mode shift, customer satisfaction and patronage uplift	Full legal partnership with defined accountabilities for STP performance and meeting of targets	Built into the initial options design stage with STP strategy developed right from outset. Schemes cannot progress through to detailed approvals without the evidence base and interpretation process being completed	Integrated into the business case for the major scheme with funding allocated for STP development/evaluation as part of the options/outline case. Costed plan for 5 years to ensure STP delivers in parallel with CAPEX investment Joint funding bid with LPA/LEP/LTB or CIL/Section 106
	> 2 mill pax trips	(B) Regional Hubs – stations generally serving important cities and towns	As above Town/ city benefited from wider behavioural change and sustainable transport investment. Footfall increases of >5%	Major STP – TOC-led	As above	As above, based on 3 year minimum horizon for benefits and scheme coordination	Local agreement/quality partnerships set up	As above with partnership working with the local authority/LEP or LTB early in planning process	As above based on 3 year costed plan and co-funding time and resources allocated
	0.5 – 2 mill pax trips	(C) Important Feeder – provide regional connectivity or service significant commuter areas/larger numbers of passengers	As above at reduced scale Captive expanding audience of commuter customers Some specific local authority measures in place. Focus on journeys to station and alternatives to car parking expansion. Footfall increases of >5%	Standard STP – TOC-led	As above, using baseline survey information and customer travel plan surveys. Access to station route assessments required and linked to NSIP and AFA applications	As above, based on 3 year minimum horizon for benefits and scheme coordination	Local agreements/quality partnerships set up	As above	Collaborative funding approach with an integrated action plan for delivery of individual project content
	0.25 – 0.5 mill pax trips	(D) Medium Sized Staffed – stations serving local populations or commuter pick-up points	Dependent on planned growth in the specific location Proximity of station to town/housing areas Topography and local access constraints, which prevent provision of parking. Footfall levels maintained with scope for up to 10% growth	Summary STP and Action Plan - TOC-led	Assessment of station and immediate environment. Snapshot customer surveys. Triggered by any NSIP/AFA schemes	STP Action Plan needed, with 3 year targets and defined minor schemes	Steering Group with representation from wider community with agreed terms of reference	Community consultation required through STP in parallel with working up physical scheme options. Evidence base on barriers to access drawn from local community	Opportunity funding justified from existing budgets or reprioritisation
	< 0.25 mill pax trips	(E) Small Staffed – stations serving smaller local populations or commuter pick-up points	Dependent on planned growth and capacity for footfall to increase >10% year on year. Footfall levels maintained with scope for 5% growth	Summary STP and Action Plan - TOC/Community Rail Partnership Neighbourhood-led	As above, but a 'lighter' version potentially using community groups to gather the evidence base as part of their Neighbourhood Planning process. LPA may request	Access assessment and 'plan on a page' evaluation/summary Action Plan	Regular check-in meetings and communication with the local community	As above, using umbrella/intermediary community groups (e.g. Parish Councils etc)	Opportunity funding justified from existing budgets or reprioritisation
Smaller STPs	< 0.25 mill pax trips	(F) Small Unstaffed – stations with relatively infrequent services serving mainly rural or low-density areas	Dependent on local opportunities to develop sustainable transport Footfall levels maintained	No requirement but can be community-led as above	No formal requirement, but LPA may request where there is a key opportunity	No formal requirement but opportunity-led with LPA	No requirement unless LPA specifies	No requirement unless LPA specifies	No requirement, but will be opportunity for time/resource pledging from local communities

5. CYCLE INVESTMENT - DEVELOPING MANAGEMENT REQUIREMENTS

The Cycle-Rail Toolkit (p23) provides a cycle facility rating, ranging from public unsecure cycle hoops through to supervised, secure facilities within a cycle hub. This is accompanied by the recommendation that a consistent line of route approach be adopted. This is summarised in Table 2 and developed for this development guidance.

Table 2: Summary of Cycle Facilities by Station Type (based on Cycle-Rail Toolkit 2012)

Station Category (Network Rail classification) and Description*		Cycle Hub Stars and Description**		Cycling based features to consider
A	National Hubs – the largest stations in the UK, serving the most important cities. They provide the highest number of facilities	5	Dedicated supervision of parked cycles and the services listed above within the station boundary and accessed through a single facility all under one roof	<ul style="list-style-type: none"> • Repair facility • Sale of parts and new cycles • Free use of a pump for tyres • Cycle cleaning • Reception area and management office
B	Regional Hubs – stations generally serving important cities and towns	4	Dedicated supervision of parked cycles with access to maintenance facility and sales with optional hire within the station boundary	<ul style="list-style-type: none"> • Cycle hire in partnership with local cycle shop or social enterprise, taking account of likely target market (commuting, leisure, or tourism) • Traffic calming or other road safety measures to help cyclists and pedestrians Improve quality of routes to cycle parking area from local network
C	Important Feeder – provide regional connectivity or service significant commuter areas	3	Dedicated monitoring by CCTV of parked cycles with ready access to a nearby maintenance facility and sales, with a clear link to optional hire – may include a secure compound	<ul style="list-style-type: none"> • Cycle route maps - printed and online • Improve signposting of local routes • Physical infrastructure (dedicated cycle paths, on road cycle lanes, cycle-friendly road junctions and crossings)
D	Medium Sized Staffed – stations serving local populations or commuter pick up points	2	Cycle parking within the station with natural surveillance by staff and passengers – may include CCTV	<ul style="list-style-type: none"> • Consider secure cycle lockers, or secure cycle storage facility • Relocate cycle racks to improve safety/security • Provide or improve CCTV surveillance of cycle parking
E	Small Staffed – stations serving smaller local populations or commuter pick up points	1	Cycle parking outside the station, usually in the public realm	<ul style="list-style-type: none"> • Relocate cycle racks to improve access and visibility to Cyclists • Provide sheltered cycle parking Improve lighting in the vicinity
F	Small Unstaffed – stations with infrequent services serving mainly rural or low density areas	1	Cycle parking outside the station, usually in the public realm	<ul style="list-style-type: none"> • Provide new or additional cycle parking • Improve quality of provision to current standards, eg replace old style 'wheel bender' cycle racks with higher quality modern stands

* Station categories are drawn from Network Rail Station Capacity Assessment Guidance (pg. 15 Par 2.2)

** Cycle hub star categories and description are taken from ATOC Cycle Rail Toolkit (June 2012)

Note that this tool can be developed further locally, and similar categorisation work carried out for pedestrian, mobility and other customer groups.

6. KEY CONSIDERATIONS

Investment in cycle facilities should not be considered in isolation from the wider station travel planning approach, but should also take into account local characteristics and the ability for customers to reach the station.

If the station is close to key trip generators such as new housing developments, colleges, universities or leisure attractors – or is based in a town or city where there has been a history of cycling investment by the local authority - then this will further enhance passenger demand. Overall, we are aiming for a minimum cycle parking provision to cater for future demand based on 10% of weekday daily passenger flow through larger stations on the network (Network Rail Classification A to C with some strategic 'D' locations). This is based on some of the key commuter stations with mature Station Travel Plans, where there has been an increase in customers cycling to the station, often triggered by a significant upgrade in the quality or level of provision (e.g. St Albans City).

Whilst each case can be considered on its own merits, there should not be any under provision. Table 3 sets out the minimum levels advised in terms of cycle parking and other cycle facilities according to the type of station – and ensures vital opportunities are not missed. In some stations it may be necessary to exceed these recommendations. There are a few stations where the provision of cycle parking at this level would not be appropriate, so in these circumstances a Station Travel Plan should be completed showing that there is no likely requirement for this level of facility and demonstrating how the access demand will be met through an alternative sustainable mode and submitted to the local planning office or scheme funder.

Table 3: Development Management Guidelines for Cycle Facilities

Station Characteristics			Cycling Facilities and Features		
			Core cycle parking requirements (refer to Cycle-Rail Toolkit hierarchy page 23)		
Station footfall levels/ annum	NR Classification	Growth potential	Normal cycle parking e.g. 1-2 bike rating/stars	Secure spaces (compound/maintenance) e.g. 3-4 bike rating/stars	Secure manned facility e.g. 5 bike rating/stars
> 2 mill pax trips	(A) National Hubs – the largest (mainly terminal) stations in the UK, providing access to major centres and connecting strategic cities across the UK serving the most important cities. They provide the highest number of facilities	Serving major growth point for jobs or housing Considerable scope to influence mode choice for trips to the station and onwards journey across all customer markets	500 spaces minimum for 2 mill footfall or 1 space per 10 passengers	At least 50% of total stock	At least 25% of total stock
> 2 mill pax trips	(B) Regional Hubs – stations generally serving important cities and towns	As above Town/city benefited from wider behavioural change and cycling investment	500 spaces minimum for 2 mill footfall or 1 space per 10 passengers	At least 50% of total stock	At least 20% of total stock
0.5 – 2 mill pax trips	(C) Important Feeder – provide regional connectivity or service significant commuter areas/larger numbers of passengers	As above at reduced scale Captive expanding audience of commuter customers Some specific local authority measures in place	250 spaces minimum for 0.5 mill footfall or 1 space per 10 passengers	At least 40% of total stock	At least 15% of total stock
0.25 – 0.5 mill pax trips	(D) Medium Sized Staffed – stations serving local populations or commuter pick-up points	Dependent on planned growth in the specific location. Proximity of station to town/housing areas. Topography and local access constraints	100 spaces minimum for 25k footfall or 1 space per ten passengers	At least 30% of total stock	No requirement
< 0.25 mill pax trips	(E) Small Staffed – stations serving smaller local populations or commuter pick-up points	Dependent on planned growth and ability for footfall to increase >10% year on year OR Dependent on local opportunities to develop sustainable transport and potential housing, employment, commercial or leisure growth in easy cycling proximity (< 2 miles)	Base level of 30 spaces or 1 space per 20 passengers For smaller stations relate provision to increase in population or jobs within a 2 mile radius	For expanding populations Ratio of 1 space for every 50 people (employees or residents) in catchment	No requirement No requirement
< 0.25 mill pax trips	(F) Small Unstaffed – stations with relatively infrequent services serving mainly rural or low density areas	Dedicated	Relate provision to scale of development occurring within a 2 mile radius of the station Minimum 6 spaces and case-by-case consideration for additional spaces	Self – surveillance	No requirement

Providing the correct level and type of cycle facility is vital to the sustained success of the cycling asset. Where manned or 'hub' facilities are required, there must be sustainable mechanisms in place to ensure it is viable in the longer-term. Careful attention to local indicators such as community safety/crime factors is also needed to ensure that the cycle parking provision is robust and attractive to the customer. It is also possible to create 'light' versions of cycling hub facilities using:

- Portable cycle information/mapping stands
- Secure compounds or shelters around existing 'open' cycle parking areas
- Removable cycle hoop banks
- Mobile 'Dr Bike' services
- Satellite, temporary, retail or hire operations
- Modular cycle hubs, which can be upsized or downsized

These solutions may be viable on a 1-2 year experimental basis while other factors (such as housing development growth) are being assessed and can be linked to appropriate planning conditions.

7. WHERE TO GET HELP AND ADVICE

For more information on development management and best practice generally please contact:

ATOC's Integrated Transport Section
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