

Getting Around – WORKING DRAFT

Introduction and background

This paper deals with the Getting Around section of the forthcoming Local Plan. Bromley's transport networks are related to the distribution of the population, with better access and choice in the more densely populated areas, access to public transport is still limited in the rural areas. There is generally good access to central London via the rail network, and westwards towards Croydon via Tramlink.

The main transport pressures in the Borough are:

- Peak time traffic congestion associated with journeys to work and education;
- High car dependency and high mobility amongst much of the population;
- Relatively low public transport accessibility predominately in the south (particularly for orbital journeys);
- Social exclusion amongst those without car access or unable to use public transport;
- Low levels of walking and cycling; and
- External impacts on the local economy (centralisation of shopping and services).

Policy Options

Vision

Moving around the borough is easier due to reduced road congestion and improved public transport networks. Commuting traffic has reduced as more people share car journeys and choose alternative ways of working and travelling. Reduced road traffic results in less pollution and greenhouse gases from transportation. Any new development should where appropriate include electric vehicle charging points and there are more car clubs, increasing choices for local people. Walking and cycling to work, school and for leisure, has increased and the road environment is safer for vulnerable users. Public transport is more accessible to those with mobility problems and is safer and more reliable.

Objectives

Reduce road congestion at peak times through better management of the network and encouraging patterns of development that reduce the need to travel.

Supporting improvements to public transport links and facilitate environments that encourage walking and cycling.

Locate major developments where they can maximise the use of public transport.

Ensure new developments include electric charging points, cycling facilities and car clubs where appropriate.

Ensure streets are safe, accessible and uncluttered, improve road safety and reduce air and noise pollution from traffic.

National and London Plan and Local Plan Strategies and Local Implementation Plan Objectives

The National Planning Policy Framework (NPPF)

●● actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. (paras 17).

The Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas. (para 29).

Transport statements and Transport Assessments are still required for all sites that generate significant amount of movements (paras 32-34).
Travel plans are still included (paras 36).

Specific parking standards have been removed with local authorities encouraged to consider the accessibility, type, mix, use, availability of public transport, levels of car ownership, and the overall need to reduce use of high emission vehicles if setting local parking standards (paras 39-40).

London Plan 2011 Plus Parking tables to Chapter 6

Key points.

Transport for London (TfL) expect all new developments to be in compliance with the maximum parking standards as set out in the adopted London Plan. All new development in the borough is now (from April 2012) charged the Mayors Community Infrastructure levy of £35 per square metre towards the costs of Crossrail.

The Mayor's Transport Strategy (MTS) encourages the provision of publicly available charging points for electric vehicles, and it is likely that some new developments will be required to provide charging points. There already exists a Mayor's Electric Vehicle Delivery Strategy 2009. In general compliance with the London Plan the Council's focus will be to concentrate initially on providing charging points in its car parks situated in the main town centres of Bromley, Orpington, Beckenham, Penge and West Wickham.

Further regional getting around or access guidance is provided in 'Improving Walkability 2005', Manual for Streets 2, Accessible Bus Stop Design Guidance, and Wheelchair Accessible Housing Best Practice Guidance.

For ease of reference the London Plan Parking tables have been reproduced below because they relate to Option 1 later in this paper:-

Designated Blue Badge parking bays recommended in BS 8300:2009

Building Type	Provision from the outset		Future provision
	number of spaces* for each employee who is a disabled motorist	number of spaces* for visiting disabled motorists	number of enlarged standard spaces**
workplaces	one space	5% of the total capacity	a further 5% of the total capacity
shopping, recreation and leisure facilities	one space	6% of the total capacity	a further 4% of the total capacity
railway buildings	one space	5% of the total capacity	a further 5% of the total capacity
religious buildings and crematoria	two spaces or 6% whichever is the greater.		a further 4% of the total capacity
sports facilities	determined according to the usage of the sports facility***		

- Parking spaces designated for use by disabled people should be 2.4m wide by 4.8m long with a zone 1.2m wide provided between designated spaces and at the rear outside the traffic zone, to enable a disabled driver or passenger to get in or out of a vehicle and access the boot safely.
- Enlarged standard spaces 3.6m wide by 6m long that can be adapted to be parking spaces designated for use by disabled people to reflect changes in local population needs and allow for flexibility of provision in the future.

*** Further detailed guidance on parking provision for sports facilities can be found in the Sport England publication Accessible Sports Facilities 2010.

Parking for retail

Maximum standards for retail uses: space per sq m of gross floorspace			
Use	PTAL 6 and 5	PTAL 4 to 2	PTAL 1
Food			
Up to 500 m2	75	50-35	30
Up to 2500 m2	45-30	30-20	18
Over 2500 m2	38-25	25-18	15
Non food	60-40	50-30	30
Garden Centre	65-45	45-30	25
Town Centre/ Shopping Mall/ Dept Store	75-50	50-35	30

Notes:

Unless for disabled people, no non-operational parking should be provided for locations in PTAL 6 central.

Unless for disabled people, no additional parking should be provided for use classes A2-A5 in town centre locations.

10 per cent of all spaces must be for electric vehicles with an additional 10 per cent passive provision for electric vehicles in the future.

Parking for employment uses

Non-operational maximum standards for employment B1: spaces per sq m of gross floorspace	
Location	
Central London (CAZ)	1000 – 1500
Inner London	600 – 1000
Outer London	100 – 600
Outer London locations identified through a DPD where more generous standards should apply (see Policy 6.13)	50 - 100

Note

20 per cent of all spaces must be for electric vehicles with an additional 10 per cent passive provision for electric vehicles in the future.

Parking for residential development

Maximum residential parking standards			
Number of Beds	4 or more	3	1-2
	2 – 1.5 per unit	1.5 –1 per unit	Less than 1 per unit
Notes: All developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit. Adequate parking spaces for disabled people must be provided preferably on-site ¹ 20 per cent of all spaces must be for electric vehicles with an additional 20 per cent passive provision for electric vehicles in the future. The forthcoming SPG on Housing will include a table setting out a matrix of residential parking standards that reflect PTAL levels.			

Local Objectives and current Policy

Bromley Local Implementation Plan (LIP) Objectives committed to deliver the Mayor’s Transport Strategy (MTS)

1. To reduce congestion on the road and public transport networks.
2. To maintain and enhance the economic and social vitality of Bromley’s town centres, and in particular to support the implementation of the Bromley Town Centre Area Action Plan over the next fifteen years.
3. To enable a genuine choice of travel mode for all journeys, appropriate to the purpose and length of the journey being made.
4. To promote the safe use of cycling, walking and public transport to improve access to services, facilities and employment, reduce peak time congestion, improve journey times, and limit emissions.
5. To improve in-borough and orbital connectivity, and to secure extensions of the Docklands Light Railway and Tramlink into the borough.
6. To enable multimodal journeys by improving integration and interchange.
7. To ensure that Bromley’s streets and other public places are accessible, safe, clean, uncluttered and comfortable spaces for people.
8. To improve accessibility to all forms of transport for people whose mobility is impaired for any reason.
9. To reduce the number and severity of road casualties, with particular focus on collisions that lead to death or serious injury.
10. To improve the environment and reduce air and noise pollution.
11. To maintain the borough’s transport assets in a safe and serviceable condition.

It is intended that all these objectives will be delivered during the lifetime of the Mayor’s Transport Strategy. i.e. by 2031.

Current Saved UDP Policies

The majority of the existing Saved UDP policies are NPPF compliant while others of a particularly Development Management nature serving local communities will need further clarity in the new Local Plan, along with new policies that will be derived by the options offered in this paper.

Development Management policies include:-

Transport Demand

Assessment of Traffic effects

Parking (and Appendix II) –*It is suggested this policy is revised to reflect local flexibility.*

Park and Ride

Access for People with Restricted Mobility

Pedestrians

Cyclists

Other Road Users

Public Transport (*Planning obligations related*).

Public Transport *inc Travel plans, transport contributions and road hierarchy*

New Accesses

Residential Roads

Unmade Roads

Unadopted Highways

Traffic Management- *inc Home Zones*

Traffic Management and sensitive environments

Servicing of Premises (and Appendix V)

Road Safety

Bromley Town Centre Area Action Plan Transport-Related Policies. Adopted 2010.

Policy BTC18 Public Realm

Policy BTC21 Transport Schemes

Policy BTC22 Public Transport

Policy BTC23 Land Safeguarded for Transport Schemes

Policy BTC24 Walking and Cycling

Policy BTC25 Parking

“Parking provision for non-residential development will be provided in the form of publicly available paid parking. A high standard of build quality and operational design (both for vehicles and pedestrians) will be expected for new car parks in the town centre, including personal security requirements. The Council will seek to reduce existing non residential parking provision where this is linked to the implementation of an approved Travel Plan. The levels of non residential parking should be consistent with the targets to reduce the level of single car occupancy journeys contained within the approved travel plan The Council will further develop and expand the Controlled Parking Zones around the town centre to mitigate the impacts of commuter and shopper parking. The Council will prioritise the use of on-street parking for shorter stays. Residents within opportunity sites will not be eligible

to acquire Resident's Parking Permits to park onstreet. The Council will encourage Park & Ride operations to be developed. Implementation of an initial Saturdays-only Park & Ride will be investigated, based on the Christmas Park & Ride operation.

The Council will support a full-time Park & Ride service, triggered by development in Phase Three, subject to further study, including identification of an acceptable permanent site with adequate environmental safeguards and a viable business case."

Policy BTC26 Phasing of Transport Improvements

Policy BTC27 Traffic Management

Policy BTC28 Car Clubs

Policy BTC29 Freight

LB Bromley Local Plan Issues Document (2011)

Appendix 1 to this paper summarises the consultation responses in relation to the Local Plan Issues document consultation - Autumn 2011.

The document included the *Getting Around* vision and specific transport issues and the following questions were posed.

- Can development be located so as to help reduce the need to travel, reduce road congestion and resolve parking difficulties?
- Can public transport (access) to employment areas be improved?
- Can the parking difficulties created by commuting and increased travel be managed to support town centres and the quality of life of the borough?
- Can accessibility to town centres, business areas, facilities and services be improved to meet changing demands?

Some of the responses to the questions are not within town planning or development management control but other comments have led to 10 options being devised (on the following pages) which potentially would then lead to Development Management policies being developed.

Getting Around Strategic Policy Options

Parking.

Option1.

Option 1a - PREFERRED

Apply Minimum local parking expectation for residential development (*to be devised as advised in the NPPF*), and the Council will also seek parking for all other uses to reflect the characteristics of the local area, including accessibility and in particular consider the impact on the environment, and congestion.

This option is in compliance with the NPPF (The Mayor of London is currently conducting a review of residential parking standards in conjunction with transport for London and with the advice of the Outer London Commission).

Option1b

Apply London Plan Maximum levels of parking spaces.

This is not a recommended option because London Plan levels do not reflect local expectation and circumstances.

Option1c

Develop London Plan levels of parking.

This is not a recommended option because London Plan levels do not reflect local expectation and circumstances.

Option 1d

Adopt Bromley Town Centre parking strategy boroughwide.

This is not a recommended option because the town centre has specific requirements and circumstances which do not apply boroughwide.

Relieving congestion

Option 2.

Option 2a - PREFERRED

Require new development close to known pinch points on the road network (identified in the Local Implementation Plan (LIP)) to incorporate mitigation measures to reduce congestion and the impact of the development on road congestions.

This option would allow developments which can contribute to the borough while contributing to reducing congestion or undertaking measures to reduce the impact of the scheme or further exacerbating the pinch point.

Option 2b

Not allow development close to known pinch points on the road network

This option would be very restrictive and potentially stop developments in these areas which if designed with measures to reduce congestion and the impact of development may be acceptable. Much of the congestion at pinch points is due to traffic travelling through the borough/area.

Option 3 - PREFERRED

The Council will encourage development where there is a high level of accessibility as measured by PTAL level.

This option promotes sustainable transport by encouraging patterns of development that reduce the need to travel.

Option 4 - PREFERRED

To promote the safe use of cycling, walking and public transport to improve access to services for all. Developments will be required to provide for safe and accessible pedestrian and cycle routes within schemes, and to public transport nodes, and local destinations such as schools, health centres and local shops and services.

This option builds on the principle set out in BTC24 and applies it across the Borough. "The Council will promote walking and cycling for shorter journeys. The Council will seek to improve facilities for pedestrians and cyclists, including safe and attractive road crossings, with a view to increasing walking and cycling. The Council will seek to ensure that the pedestrian environment is accessible to people with disabilities. Particular attention will be paid to all destination points including schools, employment etc."

Contributions or Community Infrastructure (CIL) related

Option 5- PREFERRED)

Give regard to increased demand for orbital cycle routes, requiring developments to contribute as set out in the forthcoming Council Transport Strategy.

This option promotes orbital travel and helps reduce congestion and relieves pinch points.

Option 6 - PREFERRED

Require developers and transport providers and operators to ensure accessibility to services including all public transport interchanges.

This option encourages access for all.

Option 7 - PREFERRED

Encourage improved bus routes and frequency with development contributing in line with any future Council Transport Strategy; in particular where public transport links do not exist or frequency is poor.

There are parts of the Borough, particularly in the south, and more rural areas where public transport is very limited. Improvements would be supporting better accessibility and assist quality of life.

Option 8

Encourage a major programme of road building to increase capacity, requiring developers to contribute as appropriate.

This option is not recommended due to the high costs involved as this option would impact on development viability and make unrealistic demands on the public purse.

Option 9 - PREFERRED

Traffic management schemes will be promoted to protect and enhance the local environment and particularly sensitive environments, in terms of historic buildings, conservation areas, Air Quality Management Areas with regard to safety, noise, environmental impact and pollution.

This option allows the Council to streamline policy areas.

Promoting Transport links

Option 10

Option 10a - PREFERRED

Promote the extension of the DLR to Bromley North (from Lewisham).

This option would support Bromley Town Centre and increase accessibility for residents to Docklands and other major employment centres as well the accessibility of Bromley as a destination, and reducing congestion on roads and rail.

Option 10b - NOT PREFERRED

Promotion of the extension of the Bakerloo line to Bromley North.

This is not a preferred option as it would not provide the same level of economic benefit to Bromley Town Centre.

Option 10c - PREFERRED

Promotion of the Croydon Tramlink Extension to Bromley Town Centre.

This option provides economic benefit to Bromley Town Centre.

Option 10d - NOT PREFERRED

Improving overground rail linkages between Bromley North and Lewisham.

This option is not recommended as it would impact on the case for the DLR extension.

Appendix 1

Summary of responses on Getting Around from the Issues consultation (see also DC Committee Report 17/11/2011 Item 6).

- Safe accessible uncluttered streets objective is welcomed. The problem for people with disabilities relating to shared space and street furniture was highlighted.
- The objective to encourage the use of public transport must be supported by improvements to the transport infrastructure.
- If cars are being discouraged and the rail system is at capacity, unless a viable alternative is found building more homes in Bromley should not be allowed.
- Should include improved rail/tram/DLR links, specifically rapid transport connections North and to the West i.e. Bromley North direct trains to Charing Cross and Cannon Street. Extension of tram from Beckenham into Bromley Town and beyond, and / or Extend DLR from Lewisham into Bromley.
- Should include development of cycle lanes.
- Sustainable transport should be encouraged throughout the Borough, through redevelopment opportunities which enhance public transport facilities, improve access and facilitate linked trips through to mixed-use developments.
- The Environment Agency support objectives and suggest inclusion of the following objectives:
Major development and or facilities should only be planned where they can maximise the use of existing public transport or secure new public transport facilities to and from major housing, employment, health, education and shopping.
- Ensure improved accessibility to the public transport network by promoting bus and highway development and enhancing the frequency of public transport, wherever appropriate.
- Support improvement to the quality of the network by the enhancement of facilities, infrastructure and user information.
- Seek developer and other contributions to the provision of and improvement to the public transport system.
- direct new development in the first instance towards sustainably located sites that fall within an existing defined centre. When new developments are located close to the main transport links, it will help to reduce car reliance and therefore road congestion and parking problems. It was argued that Bromley should therefore support higher density schemes which are located within walking distance to train stations with direct links to London.
- The setting up of park and ride schemes was suggested to encourage more use of High Streets which are often short of parking.

- The Highways Agency was concerned about any potential impact of developments on the operation of the M25, in particular junctions 3 to 5. These junctions experience high levels of congestion particularly during peak periods. There would be concern if any material increase in traffic were to occur on these sections of the Strategic Road Network as result of development in the Borough without careful consideration of mitigation measures.
- Adequate car parking arrangements were seen as important in giving people flexibility and choice in their lives. Cars place further strain on local traffic congestion. Car clubs in combination with good public transport options should help the higher density town centre flatted developments.
- Comments were received about policies to encourage companies such as Streetcar to set up in Bromley.
- GLA noted the maximum car parking standards for new residential developments have recently been abolished. However, they noted that TfL would still expect all new developments to be in compliance with the maximum parking standards as set out in the recently adopted London Plan.
- The Met Police recommended that the parking requirement for specialised land uses be assessed on an individual basis, having regard to meeting operational need (as supported by the London Plan, 2011) which seeks to ensure that the provision for parking at ambulance, fire and policing facilities will be assessed on their own merit. It was recommended the 'Getting Around' chapter of the emerging Core Strategy should therefore include the following wording: 'Car parking provision for emergency services including policing facilities will be determined by operational need and on a case by case basis, recognising that flexibility from the prescribed standards is required.'
- English Heritage highlighted their support for sustainable transport and measures to reduce the need to travel by car, due to the benefits this can have for the historic environment. Support was given for investment into the public realm to encourage and facilitate access and enjoyment of the historic environment.
- Improving accessibility to key economic areas of the Borough is essential to meet changing demands. Comments argued that opportunities should be taken through redevelopment and regeneration to ensure sustainable accessibility to key employment and retailing areas, enhanced design and sustainable design and construction.
- Bromley South does not have any disabled or pushchair access. Also neither does the Bromley North/Sundridge park line, (although Bromley North has disabled access, Sundridge Park does not) there is no ramp or lift access at Grove Park to the other platforms to enable access to get trains to London/Orpington.
- Direct line train service to London from Bromley North station. The current change at Grove Park adds 10-20mins to the commute each way.

- Provision of a network of accessible toilets and in particular “Changing Places” facilities in town centres was raised. Facilities would encourage people with disabilities to come to the Borough, employees and shoppers with disabilities who are less mobile, thus relying on accessible key transport hubs to get around the Borough.
- Transport infrastructure cannot cope with additional infill housing which in turn puts public transport under considerable pressure and increases car use. Issues were raised that public transport in the Borough is relatively poor in comparison to other London Boroughs since we do not have the tube, DLR or frequency of trains of other areas.
- Comments highlighted a required expansion of the tube network, a DLR extension, tram extension to Bromley South and further to facilitate east-west commuting and to Biggin Hill.
- Need for further pedestrianisation in the retail areas of the Borough, combined with improved bus (and tram) services and better provision for cyclists.
- There were concerns that public transport needs to be seen as a cheaper and more comfortable option than the private car. Encouraging cycling in the Borough.
- Comments suggested the introduction of local congestion charging to encourage and subsidise the take-up of public transport. ‘Inappropriate’ car use could be reduced by progressive road pricing and increasing restrictive parking to stop short journey commuter parkers.
- Double yellow lining a mile around each school to encourage walking to school and to reduce the twice daily school traffic congestion.
- Having an 'express' bus services during peak times to major areas of employment and transport hubs could be introduced. For example the 119 is the main form of public transport from Bromley to Croydon - it takes 1 hr in the morning. However half the route from Shirley onwards is served by many other bus routes, therefore why not make it fast from Shirley to East Croydon to link up with the tram, and train stations. A similar approach could be used for services from Biggin Hill to Bromley, between Bromley and Beckenham Junction, Bromley Common to Orpington etc. Not all buses on that route during the rush hours - but every other bus.
- Ensuring the very long bus routes to big areas of employment/transport hubs have express services during peak periods would make a noticeable improvement for commuters, shoppers and other road users. The very local bus routes e.g. R buses in Orpington, and hoppers in other parts of the Borough such as the 162, 226, and 367 that go on the minor roads and smaller towns and villages are vital for connectivity.
- Enhancements needed to the bus terminus at Crystal Palace Parade, together with the suburban and overground station at Crystal Palace, including public conveniences and step-free access to the station. It was also raised that the potential for a tram service to link the Crystal Palace bus terminus and train station should be identified as a longer-term objective.

- Concerns were raised because of the London Plan Strategic Outer London Development designation that Biggin Hill is primarily a residential area surrounded by open country and that any attempt to develop industry and business to the extent that the present character of the village is altered (increased traffic etc) should be resisted at all cost.