

6. Getting Around

Getting Around (Transport and Accessibility)

Introduction

This chapter sets out the planning policies to deliver the transport objectives set out earlier in the document. They support the importance of accessibility to employment, shopping and services to residents, customers, and the supply chain for businesses. They mitigate impacts on quality of life, and the economic and social well-being of the Borough. Public transport, cars, cycling, and walking are often used in combination to make journeys.

National Planning Practice Guidance (PPG) highlights the importance of promoting access for the whole community, whether able-bodied or disabled. The National Planning Policy Framework (NPPF) advises that local authorities should consider opportunities for people to live healthy lifestyles including planning for an environment that helps promote active travel and physical activity. Good quality infrastructure encourages walking, cycling and the use of public transport which makes it easier for people to choose more active travel which supports individual health choices and helps prevent weight related illnesses, including diabetes and cardiovascular disease.

Bromley's transport networks are related to the distribution of the population, with better access and choice in the more densely populated areas, with access to public transport more limited in the rural areas. As an Outer London Borough, a number of destinations will be in rural areas. Given the rural nature of much of the south and east of the Borough means that public transport is limited, the availability of basic local facilities is more important. The north west of the Borough, lying closest to Central London, and the Borough's main town centres have good transport links outside the Borough 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;
- Unacceptable overcrowding on rail links into Central London during peak periods;
- High car dependency;
- Good public transport accessibility in the denser urban areas contrasting with poorer provision elsewhere, consistent with the rural nature of a large part of the Borough; including identified need to strengthen transport links with employment opportunities at Canary Wharf and in the City generally;
- The lack of an Underground and an extensive Overground network;
- Social exclusion amongst those without car access or unable to use public transport;
- Reasonable levels of walking and cycling which compare well with other Boroughs but scope for significant increases; and

- External impacts on the local economy including the trends for centralisation of employment, shopping and services.

Draft Policy x: Parking

The Council will normally require off-street parking spaces to be provided in new residential development in accordance with Table 1 set out below:

Table 1: Residential Parking Standards

	Bromley Residential Parking Standards (per unit)		
PTAL	1-2 bed	3 bed	4+ bed
0 – 2*	Minimum of 1	Minimum of 1.5	Minimum of 2
2* – 6a	0.7 (min) – 1 (max)	1 (min) 1.5 (max)	1.5 (min) – 2 (max)

- i. The type, mix and use of any new development along with availability and opportunity for access by public transport, cycling and on foot will be a key consideration when determining appropriate levels of residential vehicle parking; and
- ii. Parking for all other types of development is to be provided at levels set out in London Plan (LP) Table 6.2.
- iii. In addition to the above, developments must:
 - a. provide designated blue badge parking as per LP Table 6.2;
 - b. meet minimum cycle parking standards as per LP Table 6.3;
 - c. ensure 1 in 5 spaces have provision (both active and passive) for electric vehicle charge points; and
 - d. make provision for a car club, if above the minimum Transport for London (TfL) threshold.
- iv. Where parking pressures are identified at and around key public transport interchanges, new parking proposals will be supported on the basis that they do not undermine policies to encourage walking, cycling and public transport use.
- v. For development where servicing problems may arise, the Council will normally require off-street/rear servicing facilities.

Supporting Text

Bromley has one of the highest car ownership levels in London (1.2 per household, Census 2011) and an average public transport accessibility level (PTAL)¹ score of 2.7 (Transport for London, 2010), and parking standards in Table 1 reflect these local circumstances. Minimum levels of parking for residential development are required in order to ensure new developments do not generate additional intrusive or obstructive on-street parking as a result of inadequate on-site provision.

The 'Bromley standards' in Table 1 are in line with the London Plan (paragraphs 6.42i-k) which allows outer London Boroughs greater parking provision in new residential developments in areas which have Public Transport Accessibility Levels (PTALs) of 0 – 1 and parts of 2*, subject to the particular characteristics of the development and the actual level of public transport accessibility and provision.

These standards reflect the factors in the National Planning Policy Framework (NPPF) which encourage Local Authorities to develop their own standards taking into account:

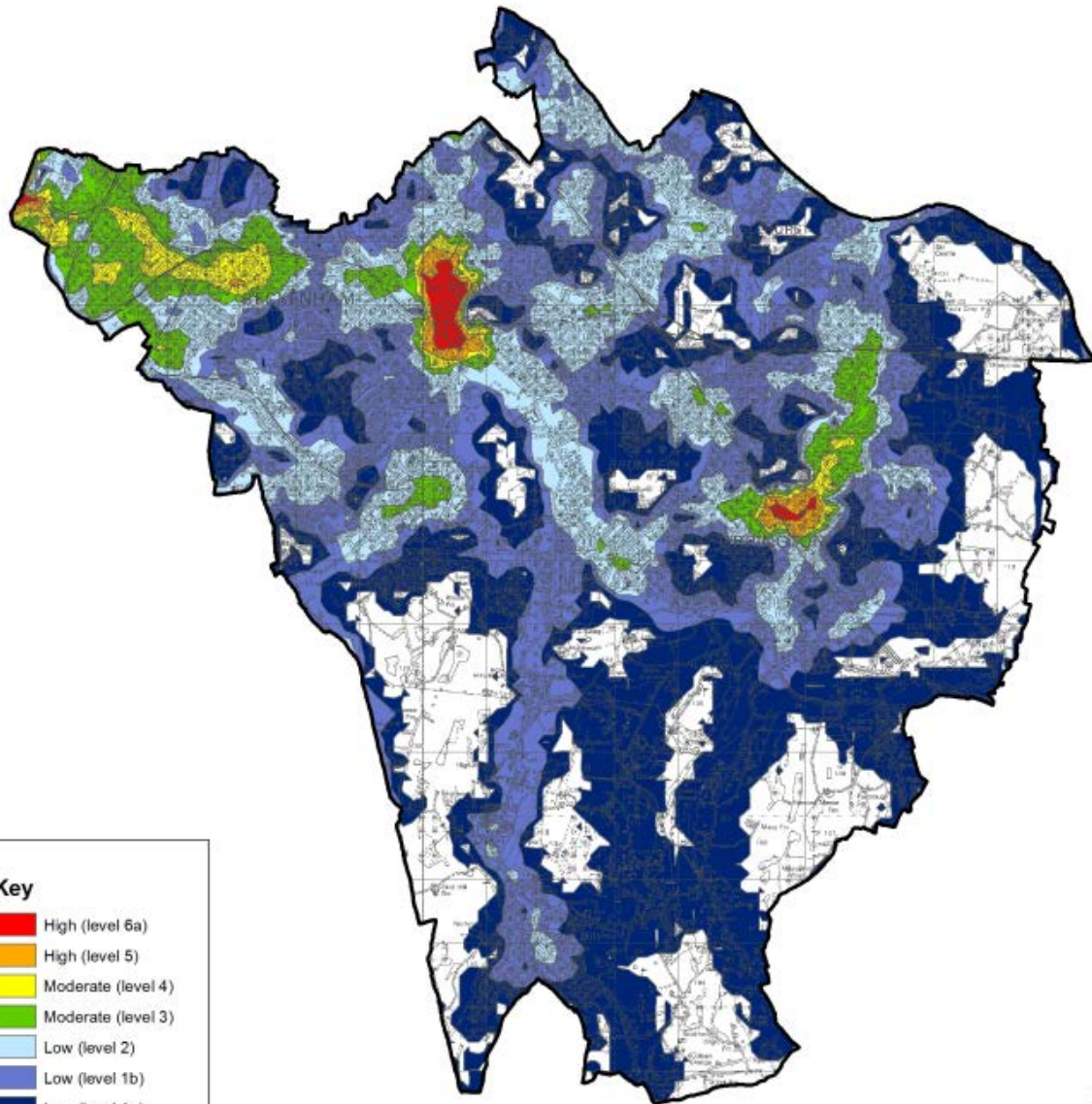
- the accessibility of the development by cycling and on foot;
- the type, mix, and use of development;
- the availability of and opportunities for public transport;
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

The use of the minimum standards in Table 1 uses the flexibility provided by the London Plan to ensure that, as far as possible, parking at new developments is sufficient.

PTALs measuring from 'low' to 'high' are relative terms. Whilst the level of public transport provision in PTALs 3 and above is high, in terms of frequency, choice of destinations and choice of public transport modes that does not necessarily mean that provision in PTAL 2 is inadequate. In many cases there is good public transport accessibility and the London Plan standards should apply.

¹ Public Transport Accessibility Levels (PTALs) are determined by measuring a location's distance from frequent public transport services. The higher the level, the more accessible the location.

Public Transport Accessibility Levels (PTALS) Map: Bromley



Key	
Red	High (level 6a)
Orange	High (level 5)
Yellow	Moderate (level 4)
Green	Moderate (level 3)
Light Blue	Low (level 2)
Medium Blue	Low (level 1b)
Dark Blue	Low (level 1a)

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Table Showing the Development Type / PTAL Matrix

Development Type (Use Class)	Public Transport Accessibility Level		
	High Level 5 & 6	Moderate Level 3 & 4	Low Level 1 & 2
Large regional (> 4000 sqm): Class A1 (retail)	✓	✓	
Small to Medium urban: Class A1 (retail) / Class A3 (Restaurants & Cafes) / Class A4 (Public houses) and Class A5 (Takeaways)	✓	✓	✓
Large regional (>4000sq.m): Class A2 (financial & professional services) / Class B1 (business) / Class D2 (leisure)	✓	✓	
Small to Medium urban: Class A2 / Class B1/ Class D2	✓	✓	✓
Class B2 (industrial) / Class B8 (storage & distribution)		✓	✓
Class D1 (Schools / Further Education / other Class D1)	✓	✓	✓
Class C1 (Hotels / Guest Houses) and Class C2 (Residential Institutions)	✓	✓	✓
Class 3 (Residential Development)	✓	✓	✓

✓ Type & scale of development in this location acceptable in principle

Draft Policy x: Relieving Congestion

Any new development likely to be a significant generator of travel:

- i. should be located in positions accessible or capable of being made accessible by a range of transport modes, including public transport, walking and cycling;
- ii. will require the submission of a Transport Assessment, setting out the impacts of their development on the local transport network (and strategic road network where applicable) and the mitigation measures proposed to deal with the impacts;
- iii. will, where necessary, be required to enter into an agreement to submit and implement acceptable Travel Plans, Construction Logistics Plans, and Delivery and Servicing Plans;
- iv. will need to incorporate or contribute to improvements to the highway network including traffic management measures that limit the significant impacts of the development and are designed to be sensitive to the surroundings; and
- v. encourages walking and cycling through the provision of suitable facilities (see policy x Access for All).

Supporting Text

Development proposals that are likely to have significant transport implications will be assessed for their impact on all modes of travel. The assessment should reflect the scale and likely impact of the development and propose appropriate measures to improve access by public transport, walking, and cycling in order to reduce the need for car based trips and parking.

The National Planning Policy Framework (NPPF) supports the promotion and facilitation of sustainable transport. It notes the need for the transport system to be balanced in favour of sustainable transport modes and to give priority to pedestrians and cyclists. New developments should take up opportunities for sustainable transport to reduce the need for major transport infrastructure.

Plans and decisions should also ensure developments that generate a significant movement are located where the need to travel will be minimised and the use of sustainable transport modes maximised. However, in some cases it may be necessary to strike a balance between need and availability of suitable sites. Development for town centre uses will be required to take a sequential test where appropriate (see Policy x Location of New Development).

Proposals should be assessed for access to the site by all modes of transport, taking into account journey times, public transport frequency, quality, safety and access for

disabled people. The Council will require Transport Assessments for large residential development that may have a significant traffic impact on existing residential areas.

Traffic management measures will be required to be in place through encouraging appropriate measures within development proposals, primarily through the levels of parking provision, appropriate contributions to public transport, fostering alternative methods of travel and the provision of Travel Plans.

A Travel Plan will normally be required to ensure that methods of reducing the number of visits by car are thoroughly explored and implemented. Travel Plans should set objectives for reducing car usage, increased walking, cycling and public transport use, improvements in safety features, environmentally friendly freight movement and delivery services. These will usually be made binding by attaching conditions on the relevant planning permission or through a Section 106 agreement. However, a development proposal will not in itself be made acceptable by the provision of a Travel Plan.

Draft Policy x: Road Safety

The Council will consider the potential impact of any development on road safety and will ensure that it is not significantly adversely affected.

Supporting Text

Road safety considerations need to influence design of any development. Where a proposal may have a detrimental effect on the safety of all users, measures to remove that potential risk should be agreed with the Council. Where a proposal is situated in a location with an existing road safety problem, the applicant would be expected to fund any necessary mitigation to resolve the difficulty as far as possible within the development and/or contributing to broader off-site solutions.

Draft Policy x: Access for All

The Council will:

- i. require that proposals are designed to ensure ease of access and movement for people with disabilities, both physical and sensory;
- ii. consider the potential impacts on people with disabilities, and pedestrians and will seek provision of crossing facilities, designated routes and other improvements to the pedestrian environment as appropriate;
- iii. consider the potential impact on cyclists and their safety and will seek provision of suitable facilities, including cycle routes and parking/storage;
- iv. consider the potential impact on public transport services and their users, and will seek provision of and contributions to, suitable infrastructure improvements and other facilities, including highway works and bus shelters,

services and railway station improvements where such works are necessary and related in scale and kind to the proposed development; and

- v. where appropriate, developments may be expected to contribute towards the cost of implementation of the strategic transport schemes supported in policies 'Transport Investment Priorities' and 'Safeguarding Land for Transport Improvements' either through the Community Infrastructure Levy (CIL) or S106 Agreements.

Supporting Text

The policy is designed to promote ease of access to all parts of the Borough and all new development. Consideration will be given to the needs of wheelchair users in design of all road alterations. Dropped kerbs at road junctions, for example, do much to enable ease of movement. The design of pedestrian areas, extensions to footways, fully accessible bus stops, installation of street furniture, landscaping schemes and other alterations will take the needs of people with disabilities into account. The Council recognises the differing needs of both physical and sensory disabilities.

New development can make significant improvements to facilitate safe and convenient direct cycle routes and implement secure cycle parking facilities, with the Mayor's Cycling Vision for London an agreed approach for developers to take. It also requires similar implementation of walking routes. Contributions towards the Mayor's 'Quietways' and 'Cycle Superhighway' cycle route programmes may be sought.

Draft Policy x: Highway Infrastructure Provision

In determining planning applications, The Council will:

- i. require all development to be designed to ensure ease of access for people with disabilities or mobility impairments;
- ii. consider proposals for new vehicle accesses and new or extended vehicle crossings subject to road safety requirements and their compliance with the Council's Vehicle Crossing guidelines. The following principles will be applied for new accesses:
 - a. Strategic routes: no direct access will normally be permitted;
 - b. All other classified roads: vehicle crossings will be permitted, subject to a road safety audit demonstrating acceptability to the Council, and;
 - c. The impact of vehicle crossings upon the availability of on-street parking will need to be considered.
- iii. Any vehicle crossing on the Transport for London Road Network (TLRN) will require approval from TfL, as highway authority for these roads.

- iv. Require new residential roads suitable for adoption to be constructed as per the guidelines set out in its Design Manual for development (LBB) with contributions being sought to improve the nearby road network, where necessary, to support a proposed development.

Supporting Text

Where planning permission is required, the need for a crossover and any detail considerations will be assessed. Applications need to be in compliance with the Council's Vehicle Crossing Guidelines.

Draft Policy x: Transport Investment Priorities

The Council will work with and lobby partner agencies including Transport for London (TfL), Network Rail, and Department for Transport (DfT) to secure investment in transport infrastructure for the benefits of the Borough, such as increasing capacity, reducing congestion, and making improvements to public transport. This is critical to the development of the Borough. In particular, improvements in public transport connectivity to Canary Wharf and East London through the extension of the Docklands Light Railway to Bromley Town Centre and commitments to a dedicated off-road cycle route along the A21.

Supporting Text

Investment in public transport is primarily through the DfT, TfL, and Network Rail. The Council will promote the needs of the Borough to secure investment to help deliver its transport objectives, and, wherever possible, facilitate improvements to public transport, cycling, and walking.

The publication of the Rail Prospectus by the DfT in January 2016 which intends to transfer outer suburban rail services from the DfT to TfL has the potential to benefit the Borough by way of a number of services being incorporated into the London Overground network with all the associated quality enhancements that symbolise the brand.

The Council continues to lobby for improved public transport connectivity with Canary Wharf, principally to provide access to this growing employment centre. To date, feasibility proposals have been worked up jointly between TfL and the Council but funding has yet to be identified for any investment in light rail extensions. As the London Overground network success continues, the feasibility of extending from New Cross Gate to Bromley North is currently being explored.

Draft Policy x: Safeguarding Land for Transport Improvements

The Council will safeguard sites and routes which support the delivery of key infrastructure which will bring benefits to the Borough and for the following transport

improvement schemes to tackle existing congestion issues and facilitate new development:

- Bromley A21, Masons Hill/Westmoreland Road junction capacity improvements;
- Bromley A21/Hayes Lane/Homesdale Road junction capacity improvements;
- A233 Leaves Green Road/ Downe Road to Blackness Lane, Keston
- A233/A232, Keston Mark (junction of Croydon Road/Westerham Road/Oakley Road);
- B251 Hayes Lane/ Shortlands Road/ Scotts Lane; and
- Plaistow Lane/Orchard Road/Upper Park Road.

The Council will safeguard land and route alignments for the following public transport investment (including land for construction and operation):

- Docklands Light Railway from Catford to Bromley South via Bromley North; and
- Tramlink from Beckenham Junction to Crystal Palace.

Supporting Text

The Council will ensure provision of sufficient land for the provision of an expanded transport system through the safeguarding of existing land used for transport or support functions and identifying and safeguarding sites, land and route alignments to implement transport proposals that have a reasonable prospect of provision. Until demonstration by TfL of a sound business case taking into account the detriment to existing national rail services to Hayes, the Council will not support safeguarding of land for any extension of the London Underground.

The London Plan (policy 6.2) encourages improvements to the public transport system including the enhancement of the Docklands Light Railway and Tramlink along with extensions of the London Underground and Overground.

Transport for London and the Council are exploring the potential of significant junction improvements at the 'Keston Mark' junction – the A232 Croydon Road and the A233 Westerham Road and Oakley Road. Significant delays are experienced by all road users on all four arms of this important junction, including buses which are often forced to curtail part of their route when they fall significantly behind schedule. This situation could, potentially, be further exacerbated with an increase in road traffic associated with Biggin Hill Airport and the proposed economic growth at the Biggin Hill Strategic Outer London Development Centre (SOLDC).