

Supplementary Planning
Guidance – Sustainable
Transport

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1 Sustainable Transport

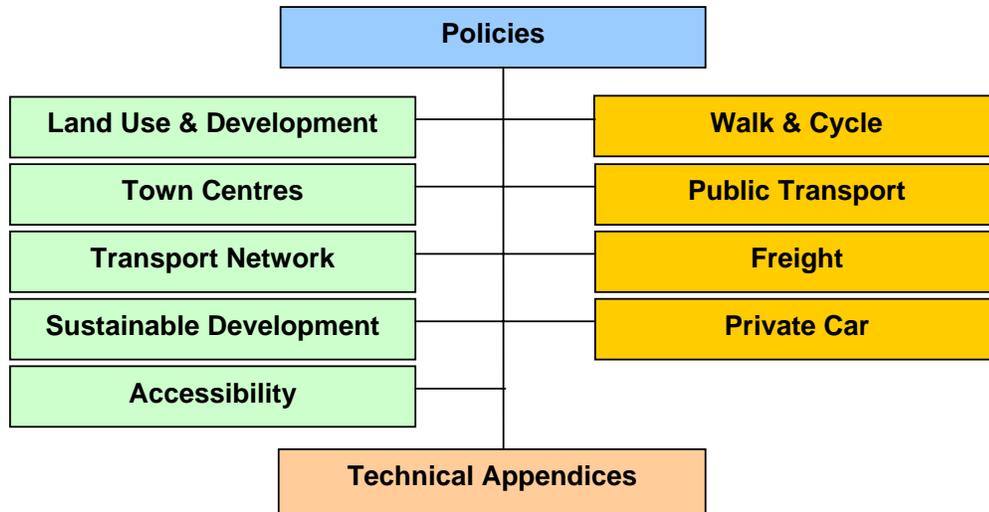
1.1 Introduction

This Supplementary Planning Guidance for Sustainable Transport is issued by the Council to provide planners and developers with additional information and guidance in support of the Merton Unitary Development Plan (UDP). Merton's aim is for sustainability in the Borough, balancing the need for development and regeneration in the present with that for environmental protection and future growth.

1.2 How to Use this Guidance

The 12 sections and 8 appendices give a statement of the Council's approach to encouraging and delivering sustainable transport solutions in conjunction with development proposals.

The guidance includes a restatement of key planning and transport policies, at national, London and local level, which acts as a checklist for development proposals. The guidance is then split into two distinct sections – one that addresses key sustainable transport themes, the second looking in more detail at travel choices.



There is cross referencing between themes and mode choice issues, as well as links to more detailed advice in the supporting appendices and bibliography. Throughout the SPG all UDP policies are shown in bold, to allow easy cross referencing.

2 Relevant Policies

National Policies – Advice from Government (Note: PPGs may become Planning Policy Statements in the near future)

- 2.1 Planning Policy Guidance 1: General Policy and Principles, February 1997** - aims to “shape new development patterns in a way which minimises the need to travel.”..... “concentrating development for uses which generate a large number of trips in places well-served by public transport”.
- 2.2 Planning Policy Guidance 3: Housing, March 2000** - PPG 3 stresses the need for access by public transport See Also “*Better places to live by design: A companion guide to PPG3*” (11th September 2001).
- 2.3 Planning Policy Guidance 6: Town Centres and Retail Development, June 1996**
- proposes three tests for all new retail development:
1. Impact on vitality and viability of town centres;
 2. Accessibility by a choice of means of transport;
 3. Impact of overall travel and car use.
- and also recognises the need for a town centre parking strategy.
- 2.4 Planning Policy Guidance 11: Regional Planning, October 2000** - a Regional Policy Guidance.
- 2.5 Planning Policy Guidance 13: Transport, March 2001** - sets out how to integrate planning and transport at the national, regional, strategic and local level.
- 2.6 Transport White Paper “A New Deal for Transport: Better for Everyone”, July 1998 and “Transport 2010: The 10 Year Plan”, July 2000** - Guidance on moving towards more sustainable transport solutions.
- 2.7 Road Traffic Reduction Act 1997** - obliges each local traffic authority to produce a report containing an assessment of existing levels of traffic on those roads for which it is the Highway Authority.

London and Regional Policy – Advice from the Mayor of London

2.8 Introduction

The Mayor of London is charged with producing a Spatial Development Strategy (SDS) and a Transport Strategy. The London Boroughs must each prepare Local Implementation Plans for their respective areas.

2.9 The London Plan: Spatial Development Strategy for Greater London, February 2004

The London Plan identifies six objectives for London:

Objective 1: *To accommodate London's growth within its boundaries without encroaching on open spaces.*

Objective 2: *To make London a better city for people to live in.*

Objective 3: *To make London a more prosperous city with strong and diverse economic growth.*

Objective 4: *To promote social inclusion and tackle deprivation and discrimination.*

Objective 5: *To improve London's accessibility.*

Objective 6: *To make London a more attractive, well-designed and green city.*

Relevant policies include:

Policy 3C.1: "integrating transport and development"

Policy 3C.2: "matching development to transport capacity."

Policy 3C.3 "Sustainable transport in London"

Policy 3C.4 "Land for transport functions" Mayor's Transport Strategy, July 2001

2.10 The Mayor's Transport Strategy

This sets out policies and proposals to achieve the goals of the London Plan. The Transport Strategy is reflected in the London Plan in terms of the spatial policies that are needed to improve travel in London over the next 20 years.

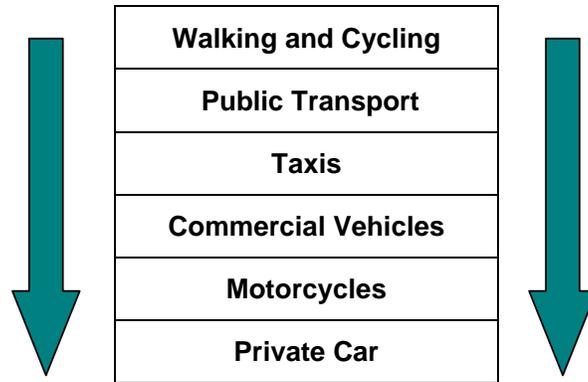
The Mayor's Transport Strategy will need to be reviewed in the light of the adopted London Plan.

Local Policies - Merton's Unitary Development Plan

2.11 Unitary Development Plan (UDP)

Part 1 of the UDP sets out the planning policies that will inform development decisions within the Borough. Merton's Sustainability Criteria and Objectives include specific reference to Transport and Access. The UDP seeks to minimise the need for travel and to ensure that access to facilities, services, goods and other people is not achieved at the expense of the environment or limited to those with cars.

The Council has adopted a "transport hierarchy", as follows:



It is against this hierarchy that the Council will assess development proposals and prioritise access to facilities and sites.

Other Relevant UDP Strategic Policies include:

- **Policy ST: 31** promotes land use /transport integration.
- **Policy ST: 32** aims to restrain and reduce traffic volumes, especially the private car.
- **Policy ST: 33** promotes “Green Transport” by encouraging improved facilities for cyclists and pedestrians.
- **Policy ST: 34** encourages and promotes the retention, extension and improvement of public transport, especially for major developments and town centres.
- **Policy ST: 35** adopts a restraint based parking approach to restrict off-street parking supply and demand for commuter and other long term parking.
- **Policy ST: 36** seeks to secure community benefits in the form of planning obligations and refers to the PPG 12 requirement to set out what might be expected.

In Part 2 of the UDP the Council addresses detailed policy objectives in a number of key areas. Their application to planning decisions will be considered in detail in the following sections of this guidance.

2.12 The Merton Local Implementation Plan and Borough Spending Plan

Local Implementation Plans are five year transport plans which each borough must prepare. They set out the spending plan for the period and identify local transport priorities. The Merton LIP will be redrafted in 2004 for implementation from 2005, following the review of the Mayors Transport Strategy.

The Borough Spending Plan, produced each year, restates the Boroughs transport policies, objectives, projects and programmes. It is the main Council bid document for funding from Transport for London.

3 Sustainable Transport Themes - Land Use, Transport and Development

3.1 Introduction

Integration of land use planning and transport planning is critical to the reduction of private car use.

The London Borough of Merton will favour development in areas well served by public transport and mixed use developments where facilities are within easy walking and cycling distance. In accordance with **Policies LU: 1, 2 & 4**, town centres and employment areas will be the foci for sustainable revitalisation of the urban environment.

3.2 Developer Contributions (Policy LU: 5)

A proposed development must:

- be adequately served by a variety of modes of transport
- not have an adverse impact on transport in the vicinity of the site
- provide adequately for non-car users.

Where these conditions are not met, developers will be required to mitigate any adverse impacts of the development and contribute to the enhancement of various aspects of transport in the area (see **Policy LU: 5** and **Appendix 1**).

The level of contribution required will reflect the scale and nature of the development and the ability of the transport network to serve the site. If the transport situation will be unacceptable even with significant contributions from the developer planning permission may be refused.

Policy ST36 seeks to secure community benefits in the form of planning obligations and refers to the PPG12 requirement of what might be expected.

3.3 Transport Assessment (Policy LU: 3)

All development proposals within the Borough will be assessed according to their likely impact on the environment and on the transport network. This will include traffic generation, impact on the road network, availability and capacity of public transport.

Where there is likely to be significant impact on the transport network, developers will be required to submit a Transport Assessment (TA) and a travel plan aiming to reduce car travel to and from a proposed site and increase use of more sustainable forms of transport. Notes on how to prepare a TA and a travel plan can be found in **Appendix 2 & 3** respectively. **Planning permission can be refused on the basis of unacceptable transport impact.**

3.4 Public Transport Accessibility and Density of Development

When considering development proposals, the Council will favour those areas that are well served by public transport and that are therefore less likely to encourage an increase in car trips to the area. A map of Public Transport Accessibility Levels

(PTAL) within the Borough may be obtained from the Council together with details of how levels are assessed.

Policy HP: 6 addresses permitted densities for new residential development within the borough.

3.5 Mixed Use Development (Policy ST: 3)

Development designed to reduce the need to travel, and to cater to the needs of walkers and cyclists is favoured by the Council. The same applies to mixed use developments which cater for multiple needs at one location. (See section 6).

3.6 Car Free Development and City Car Clubs

Development that reduces car use through, for example, the restriction of parking spaces, will be supported by the Council provided there are adequate viable transport alternatives and Controlled Parking Zones are in operation to enforce the restrictions in car use. **Policy PK: 6** sets out the Council's view on Car Free Development. Details on this and City Car Clubs can be found in **Appendix 5**.

3.7 Overview

The London Borough of Merton seeks to integrate land use and transport policies. Land use policies must therefore support transport objectives. Developments that discourage car use and provide alternative viable sustainable transport choices will be encouraged.

4 Sustainable Transport Themes - Town Centres and Employment Areas

4.1 Introduction

In its town centres the Council's transport objectives for sustainable development, include the following:

- Meeting local needs locally.
- Access for All.
- Minimising car use and need to travel.
- Promoting non-car use.

Major employment areas should be treated similarly. Wimbledon Town Centre is the principal centre within the borough, with Mitcham and Morden requiring regeneration. Colliers Wood is an Urban Centre where intensification of uses would exploit its good public transport links.

The UDP seeks high density development with little or no parking in town centres where there is a high level of public transport. Developers will need to consider issues described in **Policies TO: 1 and TO: 2** and summarised as follows:

- Traffic Management that manages through traffic
- Improvements to safety, convenience and comfort for pedestrians and cyclists
- Improve public transport facilities and services
- Increase accessibility for all to encourage social inclusion
- Support for pedestrian priority schemes
- Consider servicing and goods vehicles
- Facilitate development and site improvement.

4.2 Town Centre Revitalisation

Policy TC: 1 seeks to focus large scale development in designated town centres and Colliers Wood Urban Centre, where the Council wishes to enhance public transport.

4.3 Town Centre Management

Through partnership with the private sector and local communities, the Council seeks to establish Town Centre managers and initiatives for Town Centre Revitalisation which should improve the quality of the pedestrian environment, public transport access, cycling activity and reduce the impact of traffic.

4.4 Mixed Used Development

Mixed-use development reduces the need to travel and supports linked trips. In town centres there are opportunities to mix land uses vertically (within the same building) as well as horizontally (within the same site). Developers will need to demonstrate their proposal does not harm the vitality or viability of the town centre.

In particular the Council is seeking high density housing for single people with minimal parking in town centres. Opportunities created by mixed use development in town centres offer better use of transport facilities but may require compromises in servicing and parking. **Policy TC: 7** illustrates this in more detail.

4.5 Traffic Management

Policy TC: 6 stresses the importance of pedestrian accessibility for the vitality and viability of the town centres. Conflicts between vehicles and pedestrians are a major problem facing Merton's town centres. Developers should demonstrate how their proposals will contribute to the viability and vitality of each town centre. Development proposals outside town centres will need to take full account of the implications of additional traffic generated in the nearest centres.

4.6 Vehicular Access and Operational Parking

Town centre parking should be considered holistically. This is reflected in the UDP's parking standards (refer to **Appendix 6**). When assessing development proposals in town centres, Merton will consider the existing parking supply within the town centre. There will be a need to restrict parking to reduce traffic congestion while avoiding illegal or dangerous parking.

Merton will require adequate servicing arrangements for vehicles, including those for emergency, refuse and street cleaning/maintenance to reach each business premise. Merton periodically assesses the availability of on-street parking for loading, disabled users and other short stay parking in its town centres. This should be considered when significant changes are proposed.

4.7 Overview

The UDP seeks to promote high density development in the town centres which have good and improving public transport accessibility. Town centres should be seen as an integrated whole where pedestrian activity aids vitality and viability. This may be achieved by Town Centre management particularly of traffic and parking. This can favour public transport access and pedestrian and cycle activity within the town centre and facilitates vehicular access in a sustainable manner. Mixed use development, especially housing, is encouraged when it can help reduce the need to travel, is supportive of linked trips and does not harm vitality or viability. Car free developments, in particular, are seen as a useful tool in reducing travel demand.

5 Sustainable Transport Themes - The Transport Network

5.1 Introduction

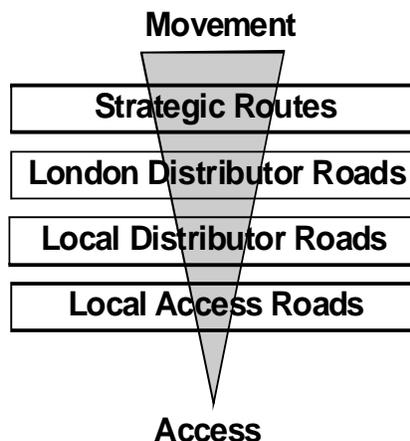
TfL is responsible for the major roads in London including the A3, A24 and A297 within Merton as well as the entire bus network. TfL must therefore be consulted if a proposal affects these roads or bus routes.

Developers should pay due regard to the requirements of the Highway Authority and to the road links between development sites and the main network.

Policy RN1 relates to the priority network. The Council is supportive of the London Bus Priority Network, London Bus Initiative, the London Cycle Network, a borough-wide cycle network and a defined pedestrian network.

5.2 The Road Hierarchy Approach

Developers must relate their proposals to the road hierarchy and the needs of all users.



Strategic Routes provide for longer journeys, have fewer vehicular access points and are the responsibility of TfL.

Local Access Roads favour access rather than movement. Traffic management and traffic calming measures are likely to be appropriate here.

Policy RN: 3 sets out the requirements for permitting access onto the various classifications of road. The aim is to support pedestrian and cycle access while protecting the safety of all road users.

In some areas it might be possible to transform the road space to Home Zones. Traffic calming may be acceptable elsewhere on the network. Emergency access must be maintained at all times.

5.3 Bus Network

For buses, developers should consider:

- impact on existing bus operations
- the future bus network

- opportunities for bus priority
- local pedestrian links to bus stops
- enhancing interchanges

5.4 Cycle Network

Developers must consider links to the London Cycle Network and the borough network.

5.5 Pedestrian Network

Developers will need to consider pedestrian access to all parts of the public highway and links to it. Merton is committed to developing a defined pedestrian network.

5.6 Tram, Rail and Underground Network

Developers will need to consider links to this network and the possibilities to enhance these services. The Council wants the existing Tramlink extended and supports rail initiatives.

5.7 Road Safety and Safety Audit

Road safety is paramount. The Council prepares a Road Safety Plan each year, which includes educational and engineering measures that aim to reduce the quantity and severity of road traffic accidents on the road network.

Development proposals should address the Road Safety Plan and the local accident record. There may be a requirement for a Safety Audit related to specific proposals. Safety Audits are considered further in **Appendix 7**.

5.8 Overview

Merton Council wishes to achieve a balanced transport network that meets all users' needs. The Council wishes to create a network that is inclusive, multi functional and user friendly. Land use proposals should not impede these aspirations.

6 Sustainable Transport Themes - Sustainable Development

6.1 Introduction

Sustainable Development has been defined, by the Brundtland Commission (1987) as “development that meets the need of the present without compromising the ability of future generations to meet their own needs”.

6.2 Sustainability in Merton

The London Borough of Merton will expect development proposals to meet the principles of sustainability (see the Council's SPG on Sustainable Development). The four main objectives of sustainable development are:

- Social progress which recognises the needs of everyone,
- Effective protection of the environment,
- Prudent use of natural resources, and
- Maintenance of high and stable levels of economic growth and employment.

Transport has a key role in sustainable development, including provision for a reduction in car travel.

Affordable and convenient public transport can reduce social exclusion of those that do not have access to a car. A safe environment for walkers and cyclists increases personal freedom. Equal access to essential services for everyone is therefore key to sustainability.

6.3 Sustainability Checklist

The sustainability of development in Merton will be assessed against the Council's 'Sustainability Checklist' (see Sustainable Development SPG). This identifies four objectives to be considered:

- Making full use of access to public transport
- Improved facilities for cyclists
- Improved facilities for pedestrians
- Reduced car dependency through reduced car parking provision

6.4 Environmental Sustainability (Policies ST: 31 – ST: 35)

The Council wishes to reduce use of private cars by encouraging more sustainable modes. Developers will be expected to meet the objectives of Policy ST: 3.

6.5 Mixed Use Development (Policies ST: 3, ST: 10)

Mixed use developments provide essential facilities in a single area, reducing the need for travel. Mixed use is likely to suit town centres and Urban Villages.

6.6 Car Free Development (Policy PK: 6)

“Car free” development does not provide for the private car, except for the disabled, thus contributing to sustainability by reducing pollution and congestion. Merton will support such developments if located suitably with viable alternatives to car travel.

City Car Clubs, which can be an integral part of car free residential areas, are also considered in detail in **Appendix 5**.

6.7 Social Sustainability (Policies ST: 2, ST: 7, ST: 9, ST: 36)

It is the Council's policy to promote equal opportunities for all within the Borough, and to improve access and the availability of services and facilities to all sections of the population. Equality of opportunity ensures that all may make informed travel choices. Transport solutions must be relevant, affordable and accessible to all. The Council will seek to ensure that proposed developments do not disproportionately favour one section of the population over another.

6.8 Overview

Sustainable development must address both environmental and social sustainability. The London Borough of Merton aims to achieve development that does not adversely affect the environment and that benefits the whole community. This will include schemes to reduce both use of the private car and the need to travel by providing facilities close to where people live and work.

7 Sustainable Transport Themes - Accessibility

7.1 Introduction

Physical accessibility and 'social accessibility' (the measure of exclusion from access to and the use of key facilities) are major transport considerations.

The Disability Discrimination Act (1995) is the key legislation. The Mayor of London's SPG 'Accessible London: Achieving an Inclusive Environment' identifies the issues that should be considered regarding access for all in the built environment.

Issues such as affordability, ease of use, provision for those with particular needs (physical, social, religious, cultural etc) must also be considered.

7.2 Accessibility in Transport

Transport services need to be accessible to all, and designed for all. Thus, public transport must be affordable and provide a needed service for households that do not have access to a private car.

7.3 Physical Access

The Council's SPG 'Accessible Environments' (June 2003), details how to address the needs of the mobility impaired.

7.4 Public Transport

The Disability Discrimination Act (1995) requires public transport services to be accessible safely and "without unreasonable difficulty" by disabled persons. New developments at stations must incorporate the needs of the disabled into their plans.

Accessibility to public transport is a key issue. The Council encourages the use of buses designed for safety and ease of access. Bus stops should be designed to facilitate entrance and spaces should be provided on buses for wheelchairs and pushchairs. Seating should be provided where people are likely to be waiting.

7.5 Parking

Adequate disabled parking must be provided at any new development. This must be close to building entrances and clearly signed both on the ground and at high level. Clear direction signs should also be provided to the spaces, as well as at the entrances of all car parks with reserved spaces for the disabled. In car parks with more than 20 spaces, 5%, subject to a minimum of 2 spaces, should be allocated for disabled drivers.

Schedule 6 of Merton's UDP (**Appendix 6**) details the Council's parking standards. The Council also advocates the provision of special spaces for people with children, which would be built to a similar standard.

Possible designs for disabled parking spaces are covered in detail in Merton's SPG 'Accessible Environments' (June 2003).

7.6 Social Accessibility

The London Borough of Merton aims to have an affordable, convenient public transport network that serves the needs of all within the Borough, especially those without access to a private car.

Relevant to this are the Indices of Multiple Deprivation (IMD); a measure of relative levels of deprivation amongst the country's wards. Lavender, Pollards Hill, Phipps Bridge and Ravensbury are all in the most deprived 25% of wards nationally.

Development proposals in the Borough will be expected to take into account the individual characteristics of the area where they are to be sited including IMD.

7.7 Overview

Accessibility includes both physical access for the disabled and the mobility impaired as well as social access for all. The London Borough of Merton aims to provide a transport environment that enhances opportunities for all sections of society and that is not obstructive to individual aspirations.

8 Travel Choice - Walking and Cycling

8.1 Introduction

The Mayor of London's Transport Strategy recognises the value of walking and cycling as alternatives to the use of the private car. The London Borough of Merton will support measures to make cycling and walking more convenient.

8.2 Walking (Policy WC: 1)

Measures to increase walking in the borough can be found in **Policy WC: 1: Increasing Walking**, and include measures to improve footpaths, increase accessibility for people with wheelchairs, pushchairs and shopping trolleys, calm traffic where appropriate, and increase security.

All new developments will need to support the objective of increased walking as specified in **Policy WC: 1** contributing to such schemes where necessary.

8.3 Safer Routes to School (Policy WC: 2)

Development proposals must be consistent with the 'Safer Routes to School' scheme. Safety considerations will be paramount. Measures that cut the number of car journeys to school will be considered favourably.

8.4 Cycling (Policies WC: 3 & 4)

The Council will encourage cycling by requiring all new developments to provide appropriate, secure cycle parking. Detailed cycle parking standards based on recommendations by the London Cycling Campaign and the London Cycle Network Guide are in Schedule 6 of the UDP (**Appendix 6**). Cycle parking should be:

- located close to the development they serve
- be easy to access for cyclists
- not cause obstruction to other road users and
- be easily visible to ensure greater security and safety for users.

Safe, well-maintained and well signed cycle routes will encourage cycling. The Council will develop the borough's cycle network, in line with UDP proposals (See figure 6.4 of the UDP). All new developments will need to support the objective of increased cycling as specified in **Policy WC: 4** contributing to such schemes where necessary.

8.5 The Wandle Valley Trail

The Wandle Valley Trail is a North-South corridor for cyclists and walkers running along the river Wandle. Developments in the corridor will be expected to comply with the policies of the Regeneration Strategy (currently in preparation). Developments close to the trail should also provide links to the trail for walkers and cyclists.

8.6 Overview

The Council aims to promote and encourage walking and cycling through the provision of improved facilities and through measures to improve the safety and convenience of these modes. Developers will be expected to respect, and where appropriate, contribute to these measures or facilities.

9 Travel Choice - Public Transport

9.1 Introduction

A reliable, affordable and accessible public transport system may reduce dependence on the private car reducing congestion, pollution and exclusion.

The Council seeks to improve public transport services (See **Policy ST: 34**) and aims to have a bus route or rail station within walking distance of every dwelling in the borough.

While TfL is largely responsible for public transport in the Borough, the Council will seek to:

- Improve bus access
- Improve interchange facilities
- Improve public transport where new developments place additional demand on the network
- Alleviate existing public transport problems

9.2 Developer Contributions

The Council will work with TfL and developers to create links between their sites and the nearest public transport interchange points. Where new developments require improvements to public transport developers will be required to make contributions through planning obligations. Early discussion with the Council and TfL is encouraged (see also **Appendix 1**)

9.3 Rail (Policies PT: 2 & PT: 3)

Land safeguarded for the construction of proposed rail transport schemes is shown on the Council's UDP Proposals Map. Details of the schemes can be found under **Policy PT: 2: Rail Services**.

Development prejudicing the implementation of these schemes will not be permitted. The Council will seek improvements to the rail station facilities in any proposals submitted. Improvements to, or redevelopment of, rail stations will be consistent with **Policies PT: 2 and PT: 3**.

The margins of rail lines should also be protected and enhanced wherever possible.

9.4 Tram (Policy PT: 2)

The Merton Tramlink proposal is a longer term objective. At present access within the corridor will be improved by enhanced conventional services and bus priority measures. Developments adjacent to the corridors identified through the Tramlink Extension studies undertaken by TfL should allow for future tram routes. This may require land and therefore developers should contact the Council early to discuss the potential impact. Major schemes may be required to demonstrate the level of potential integration with future tram route options.

9.5 Bus (Policy PT.4)

TfL regulates and manages bus services in Merton and are the first point of contact for any development which may influence bus services. A number of improvements

can be made to bus services that would allow passengers to switch services (and modes) with minimal disruption.

Bus stops should be:

- comfortable,
- safe
- well lit
- sheltered where possible
- provided with seating
- provided with adequate information (from TfL)

9.6 Taxis (Policy PT: 4)

The Council will seek to provide bays for taxis in redevelopments at rail and tube stations, in town centres, at hospitals and shopping areas.

Private Hire mini-cabs are recognised as one substitute for the private car. Private Hire mini-cab companies may be expected to enter into agreements with the Council so that their drivers do not disrupt traffic flow.

9.7 Coaches (PT: 4)

Attractions in the Borough will be assessed for coach parking needs. The Council will seek to improve secure off-street parking or set-down and pick-up facilities. For new developments where this is not achievable, contributions may be sought.

9.8 Community Transport and Dial-a-Ride

Community Transport is provided by a number of small scale schemes throughout the borough. Dial-a-Ride operates in Merton, funded and coordinated through TfL. Improvements to public transport may include community-based transport schemes that serve the population directly associated with a given development, or, may be targeted towards those in the area.

9.9 Public Transport Interchanges (Policy PT: 4)

Interchange facilities at Wimbledon, Colliers Wood, Raynes Park, Mitcham and Morden will be expected to provide the following:

- Facilities for existing rail, bus and taxi services
- Safe and convenient provisions for pedestrians, including disabled people
- Capacity to accommodate light rail proposals
- Car set down and pick up areas if justified
- Dedicated City Car Club spaces may be provided, where appropriate.
- Bus stops close to stations but away from routes that are prone to traffic and pedestrian congestion
- Interchange within modes

9.10 Overview

Public transport is a core element in the borough's sustainable transport strategy and therefore development proposals must address linkages to existing and future public transport networks. Where appropriate, contributions to public transport infrastructure or operations will be sought. The Council wishes to provide an enhanced public transport network, with increased opportunity to change mode and thus offer access to more destinations. Facilities must allow this interchange to take place conveniently and comfortably.

10 Travel Choice - Commercial Vehicles and Freight

10.1 Introduction

A developer's requirements regarding goods and other servicing requirements must be assessed acknowledging:

- a need for safe access and egress to all industrial and commercial facilities
- loading and unloading should usually be within the curtilage of the site
- loading/unloading restrictions within town centres
- direct links to the strategic road network with limited or no use of residential areas. This might require new roads and junctions
- lorry restrictions to deter lorries from residential areas (**Policy RN: 6**)
- the ban on lorries waiting overnight in Merton
- lorry Parks at suitable locations

All developments that require lorry access should accord with current best practice guidance such as Freight Transport Association's '*Designing for Deliveries*'.

10.2 Road Hierarchy

It is Merton's preference that most freight movement, especially with heavy goods vehicles, is on the Strategic Roads. Better links between Willow Lane and the Strategic/London Distributor road network are needed.

Developers should consider access, preferred routes and the implications for the highway network as part of any Transport Assessment. There may be a need to consult TfL. For vehicles to use particular junctions a "swept path" analysis and detailed route planning to and from the site may be needed.

10.3 Quality Freight Partnerships

Merton is working towards a Freight Quality Partnership the objectives of which could include :

- To improve efficiency of distribution
- To reduce the environmental impact of distribution;
- To increase freight movement by rail, inland waterways and coastal shipping;
- To minimise environmental impact and loss of habitats.

10.4 Town Centres

Merton is keen to revitalise its town centres (See PPG 6) The balance between pedestrian access and vehicular access which is governed by servicing and delivery requirements is vital to this. In town centres, delivery should be segregated by the main pedestrian areas/routes and/or periods of activity e.g. by providing rear servicing of premises, on-street loading bays and or time restrictions. A holistic approach and the involvement of a Town Centre Manager and/or the Freight Quality Partnership could be beneficial.

10.5 Transport Assessment

The issues that should be addressed in a Transport Assessment (**see Appendix 2**) related to freight include the following:

- Location – is it an isolated site, an industrial area (e.g. Willow Lane) or Town Centre (e.g. Wimbledon) and what is its proximity to residential areas ?
- What should be considered – types of vehicles, number, time of day and week, seasonal variations, conflict with other vehicles/ pedestrians, road safety ?
- Potential Detrimental Impact– noise/air quality, operation of highway, land use/visual impact, severance, impact on pedestrians etc.
- Potential Mitigation – bounds of acceptability and enforceability, more effective options e.g. off-site servicing, management of delivery
- Quality Freight Partnership and Town Centre Initiatives
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10.6 Overview

The Council will need developers to demonstrate that they have addressed the key freight issues, including access to the site and the routing impact on highway operation. Proposals may require a Safety Audit.

11 Travel Choice - Private Car and Motorcycles

11.1 Introduction

The Government's PPG13 on Transport, the Road Traffic Reduction Act 1997 and the Transport White Paper require Merton to integrate transport and planning to reduce the need to travel and promote alternatives to the car.

11.2 Vehicular Access and Road Safety

Conformity with **Policies RN: 3 & RN: 4**, may require existing vehicular access points to be improved or replaced.

11.3 Road Safety

A Road Safety Audit may be required and Merton's Highway Department can advise. (See **Appendix 7**). When considering major proposals a Transport Assessment (for TA guidance see **Appendix 2**) and/or an Environmental Impact Assessment (EIA) might be necessary. These might include a calculation of vehicle trip generation from the development which may inform the scope of any off-site highway improvements as well as on-site highway measures.

11.4 Vehicular Access

Where development changes the quantity or type of vehicle traffic then developers will need to consider the adequacy of existing vehicular access arrangements including:

- Road safety, including existing accident record
- Visibility between pedestrians and vehicles
- Lighting and night time activity
- Form of junction proposed and physical constraints
- Footways widths and access to bus stops, desire lines and pedestrian/ cycle crossings
- Road speed
- Turning movements for emergency vehicles, refuse vehicles and other vehicles to serve site
- Turning areas or other arrangements may be required to allow vehicles access and egress onto the Road Network in forward gear
- Traffic volume and existing traffic congestion
- Other Access Points

11.5 Transport Assessment

The Council may require a Transport Assessment (see **Appendix 2**) to assess the impact of major proposals on the highway network. Developers might need to consider:

- Existing vehicle traffic volume and mix on the local highway network
- Existing traffic congestion or safety problems

- Expected traffic levels and increase in traffic from site
- Opportunities for linked trips/shared use of spaces
- Measures to induce modal shift
- Parking constraints on site or in parking catchment area
- Management of site parking and the control of on-street parking and access to public car parks
- Availability of alternatives related to time of operation

Developers should discuss their proposed methodology and scope with the appropriate officer prior to submitting a TA.

11.6 Parking Standards

The detailed parking standards to be used are contained within Schedule 6 of the UDP (see **Appendix 6**).

A planning agreement might be required when considering a mixed use scheme as each land use should be considered separately. There might be opportunities for the shared use of spaces or trip reduction due to linked trips or change of mode. Affordable housing schemes may require lower parking limits, dependent on the location.

11.7 Disabled Car Users

The parking standard for disabled car users represents a minimum provision (See 7.7 above). Developers must show that proposed provision is adequate for future demand

The design standards for disabled bays are included in **Appendix 6**. These standards also assist other car users with other physical impairments or encumbrances such as shopping or pushchairs. Additional bays might also be built to this standard, apart from those dedicated to disabled use.

Routes from bays to key entrance points should be assessed to meet mobility standards. Enforcement and management of disabled provision should be agreed with the Council.

11.8 Parking Control

The Council aims to reduce traffic generation via on-street control (See **Policy ST: 35**). Changes to on-street parking needs to account for loading/unloading requirements and disabled car users. The Council is concerned that development is not detrimental to traffic management. (**Policy PK: 3**).

Merton supports the introduction of on-street parking control that integrates with proposals to manage public car parking (**PK: 4**). Merton will support the provision of short stay parking when a need is identified.

The implementation of on-street car parking will require a public consultation process.

11.9 School Travel

Schools are major generators of car trips. For many parents safety and security govern their choice of car travel. Many children within Merton take public transport or walk or cycle to school.

Merton is promoting the Safer Routes to School programme to address safety concerns related to school travel. The Council requires each school to produce a Travel Plan to encourage parents, teachers and pupils to consider alternatives to car use. Further information on School Travel Plans can be found in **Appendix 3**.

If a development

- is directly related to a school,
- will increase demand for school travel
- is located close to a school
- has impact on major pupil routes to school, especially 'Safer Routes to School'

then its influence may need to be assessed and mitigated if necessary.

11.10 Vehicle Related Development

Policy S: 9 identifies the key vehicle related land uses as petrol filling station, vehicle sales and hire, service centres, courier and minicab services.

These developments will only be permitted when no adverse affect upon residents, environment, road safety or traffic flows are demonstrated, or if the site has a non-residential frontage. The proposal should be located outside core shopping frontages. The parking and servicing requirements for such a development should be located within the curtilage of the development site.

11.11 Motorcycles and Scooters

Motorcycles and scooters (powered two wheelers) cause less environmental damage than private cars. Access, secure parking and road safety must be considered. In applying the parking standards of Appendix 6 the actual number of such vehicles using the site must be assessed. The high accident rate for such vehicles calls for continued emphasis on road safety training and support.

11.12 Overview

A major concern for Merton is to reduce traffic congestion while improving road safety and access for all. Road safety for all users is paramount. A Transport Assessment may be required or a Safety Audit if Merton considers the traffic impact of a proposal is significant. Parking standards and parking control are used to manage traffic generation. Needs of the disabled car user and school travel warrant particular attention.

Appendix 1 - Developer Contributions

Introduction

Planning obligations as interpreted through the provisions of Section 106 of the Town and Country Planning Act 1990 can influence developments. The planning obligation process allows the negotiation of financial contributions to mitigation measures on a development site.

Developers may also need to enter into agreements under Section 38 of the Highways Act 1980 related to the adoption and maintenance of public highway, or under Section 278 of the same Act where funding of improvements to the public highway are sought.

This appendix offers a review of the use of planning obligations for developments in Merton and offers a practical guide to whether obligations are necessary and how they should be developed and agreed.

Planning Obligations

Agreements between local planning authorities and developers are negotiated as a part of the planning consent to ensure that a development properly contributes to local infrastructure and services, so as to mitigate the impact of that development. Sometimes a developer will make a unilateral undertaking to fund services or infrastructure, but generally a negotiated agreement on planning obligations is sought by the Local Planning Authority (in this case the London Borough of Merton).

In determining transport issues and encouraging sustainable solutions this position was reinforced by Planning Policy Guidance 13 (Transport), which encourages local authorities to:

“negotiate for improvements to public transport as part of development proposals, in order to reduce the need to travel by car”.

"pay particular attention to the design location and access arrangements of new developments to help promote walking as a prime means of access." and

"...seek the provision of cycle routes and cycle priority measures in major new developments...."

The process has always been locally determined and influenced by negotiation. According to government guidance, Planning Circular 1/97, planning obligations should be:

- Necessary,
- Relevant to planning,
- Directly related to the proposed development,
- Fairly and reasonably related in scale and to the proposed development, and
- Reasonable in all other respects

This part of the guidance (“the five tests”) is central to the determination of most planning agreements and may be considered in a Planning Inquiry if the application is “called in”. Planning Circular 1/97 ensures that contributions are properly directed to local transport enhancements that address the impact of the development, but the Council also needs to ensure that its demands are not too prescriptive.

Planning Circular 1/97 reaffirms the need for Local Plans to set out the policies to which planning obligations can be addressed, but it also makes it clear that formulaic approaches should not be adopted as each application must be considered on its own merits. The

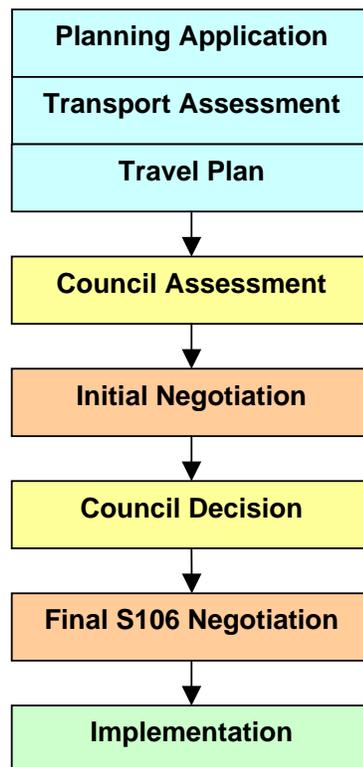
appraisal of appropriate financial contributions by the Council will therefore generally be the starting point for further discussion and negotiation.

Even with the agreed policies, guidance and established processes considerable resource and time may be necessary to achieve satisfactory outcomes for both the Council and the developer. This should be allowed for in the planning process.

It is important to ensure that planning obligations operate in a consistent, time effective and transparent manner. Developers will want to know that their financial resources are not being used to resolve existing deficiencies (of the local public transport network, for example) but to meet the specific impact of their new development.

The S106 Process

The decision on whether planning obligations are required will formally arise once a planning application and supporting documents (Transport Assessment, Travel Plan, etc.) have been deposited with the Council. However the developer should consider from the outset the measures identified in the Transport Assessment and Travel Plan, how they would be delivered and how they would be financed.



For the developer the preparation of a section 106 agreement will generally require legal assistance and on larger schemes may be particularly complex. Key issues to be considered are the timing of any payments (linked to building stages, for example) and whether measures are to be delivered directly by the developer or their agents, or by the Council. Further consideration also needs to be given to third parties who may have an interest, such as Transport for London, and meeting their specific requirements in the delivery of S106 funded measures.

Appendix 2 - Guidance on Preparing Transport Assessments

Introduction

When developers apply for planning permission the local planning authority (LPA) may ask them to produce a Transport Assessment (TA). This guidance summarises what a TA is, its purpose, when it is required, the scope of a TA and what information and analysis should be included within it.

What is a Transport Assessment?

TAs replace Traffic Impact Assessments (TIAs) and represent a shift in focus from vehicular traffic to an assessment on all transport modes that can access a particular development. The change to TAs is explained in government guidance, particularly PPG13 (March 2001). The emphasis is upon encouraging alternative modes to the private car that are more sustainable. The purpose of the TA is to help the LPA assess the wider transport implications of development proposals and it is usually supported with a site specific travel plan.

When is a TA required?

Transport Assessments are required where developments will have significant transport implications and should reflect the scale of development and the extent of the transport implications of the proposal. For small schemes, the Transport Assessment should simply outline the transport aspects of the application. These are often referred to as "Transport Statements" and the Council can advise developers when a Transport Statement or a full TA is required.

For major proposals, the Assessment should illustrate accessibility to the site by all modes and the likely modal split of journeys to and from the site. It should also give details of proposed measures to improve

- access by public transport
- walking and cycling

and reduce the need for parking.

What is the scope of TA?

Prospective developers should hold early discussions with the Council, and where appropriate TfL, in order to clarify whether proposals are likely to be acceptable in transport terms and agree the scope and technical requirements of the Transport Assessment.

The TA will need to be clearly in line with planning policy (for instance where they accord with the preferred locations in the UDP and include measures to improve access by non car modes) it should increase the likelihood of a planning permission being granted without undue delay. In these circumstances, the local authority may want to reduce the requirements and coverage of the Transport Assessment to deal with those aspects necessary to finalizing the scheme.

Developers should think about how their new development and alterations to existing developments serve the needs and safety of all in the community. This should be

considered from the outset, and addressed in the TA, taking account of the importance of good design.

It is recommended that the TA should be clearly linked to the nature of the development, that the assessment should be progressive and based on current policy rather than simply accommodating predicted traffic and parking demand. It warns of the danger of using worst-case traffic analyses that can lead to the over provision of highway capacity and car parking.

It is advised that a Scoping Report is agreed with the Council prior to undertaking the full TA of the development. This would allow the local authority to comment on its proposed contents prior to any detailed work being undertaken. The Scoping Report should consider including the following:

- Outline of the development proposals.
- Identification of the geographic scope of any traffic analysis (junctions to be modeled, public transport services to be included, etc.).
- State the proposed assessment years.
- Summarise the methodologies to be adopted in the trip generation, distribution, assignment and modal split analysis.
- Identify any impact upon the Greater London Authority (GLA) road network.

What should be included in the TA?

As previously mentioned, it is advisable that the applicant submits a Scoping Report to the LPA at an early stage. Listed below is a guide to what should normally be included in a comprehensive TA, although the list is not exhaustive and will be tailored to local circumstances.

Development Proposal

Details of the development proposal will need to be supplied. This should include:

- a description of the existing and proposed land uses
- a schedule of existing and proposed gross floor areas by development type
- the planning history of the site
- a site plan showing the geographical location of the proposed development (1:1250)
- a plan showing the proposed development.

Any measures associated with the TA should be included at an appropriate scale: Any traffic signal scheme drawings should be provided at a scale of 1:200 for use by TfL.

Development Catchment Area

The extent of the study area to be covered by the TA will need to be justified and agreed with the Council based upon the predicted catchment area of the development. Local demographic and economic data, as well as data on housing tenure and levels of car ownership may be used to identify this catchment area. The TA should consider the cumulative effect of nearby developments, including committed development.

Policy Review

The TA should demonstrate that the applicant understands the policy objectives the LPA seeks to achieve in its Unitary Development Plan and the role that the TA has in achieving these objectives for the development. The TA should demonstrate that the transport

component of the development proposals is in keeping with the LPA's transport policy objectives.

Existing Conditions

The TA should include information on the existing transport networks, including pedestrian, cycle, bus, rail and road. The existing community transport provision should be considered if relevant.

Other information that will need to be considered for inclusion in this section include:

- Key junctions and links on the local highway network;
- Existing vehicular, pedestrian, cycle and passenger traffic flows;
- Existing cycle facilities, including off-site cycle routes, measures and parking;
- Public transport services, including routes, waiting facilities and frequency;
- Reference to the public transport accessibility level (PTAL);
- Existing parking on site, on the adjacent highway network and off-street where applicable; and
- Pedestrian routes to site from public transport nodes.

Trip Generation and Mode Split

An assessment of the number of person trips to be generated by the development proposal, and, the current level of trips generated by the existing site use should be provided. An assessment of the predicted modal split should be made with a realistic appraisal of the impact of any Green Travel initiatives proposed.

The type of trips (for example visitors, employees, students, patients, residents, shoppers etc.) and their duration, including peak period (over 24 hour period, and where appropriate, during week or year) and spread of trips over the day, and where appropriate, over week or seasonally should be assessed. If the development is phased then the changing levels of trip generation will need to be described. The number and type of vehicles servicing the development will need to be assessed, including the construction traffic.

Trip Assignment

Development trips should be assigned to the highway network, and public transport trips to bus and rail network, as well as pedestrian desire lines. Justification for trip assignment methodology will be required.

Site Access, Servicing Arrangements and Circulation on Site

A plan showing the proposed vehicular access and circulation will need to be provided, including junction design, where appropriate. A description of the provision for the following should be provided.

- Servicing and delivery;
- Refuse vehicles;
- Access for emergency vehicles; and
- Pedestrians and cyclists.

The level of provision for those with mobility impairments both to and within the site will need to be shown, and should meet the appropriate statutory standards.

Impact on Highway Network

The impact of the development proposals on critical junctions and links should be identified. A statement will need to be included outlining the assessment years for the traffic generation from the development. An assessment of existing highway capacity, queues and delays will need to be made. In this assessment account should be made of committed development and road traffic growth forecasts. The assessment techniques to be used should be agreed with the LPA in the initial Scoping Report.

Parking

The level of parking proposed on site, including the location and amount of parking provision for people with mobility impairment, will need to be provided. How the provision relates to the LPA's current car parking standards will need to be explained. It should be noted that UDP policy PK7 encourages car free housing developments in Wimbledon and other town centres. An understanding of how off-site parking is controlled within the study area, or within 500 metres of the site, whichever is the greatest, will need to be shown, and current parking demand/capacity assessed.

The detailed design of the parking layout will need to be supplied at an appropriate scale, indicating the location of the disabled parking provision. The proposed car parking provision should be related to the predicted development trip generation, identified previously. Over provision of car parking will not discourage car trips. The LPAs parking standards are MAXIMUM standards. An assessment of parking demand related to daily trip patterns is strongly recommended.

PPG13 states that Applicants "should show the measures they are taking (for instance in the design, location and implementation of the scheme) to minimise the need for parking".

Cyclists

Reference should be made to Merton's Local Cycle Network and the London Cycle Network, and how the development will link into this network. Provision should be made to link the development into the nearby formal cycle networks. This may be through infrastructure provision or payments through a planning agreement to the LPA. Cycle parking provision should be identified, in terms, of quantity and quality, and the appropriate cycle parking standard from the LPA's advice should be referenced within the TA.

Pedestrians

Pedestrian facilities within the agreed study area, or 500 metres of the site, whichever is the greatest, should be identified. Routes onto the site from nearby public transport facilities and generators of trips should be indicated on a plan. On site routes need to be identified from the perimeter of site to entrances. Considerations need to be given to the quality of pedestrian routes, including safety and access for the mobility impaired, both on and off site.

Public Transport

Based upon the level of existing provision, including the public transport accessibility level (PTAL), and the proposed level of public transport trips generated, opportunities to improve public transport access to site should be identified. It will be a matter of negotiation between the applicant and the LPA as to the exact form of any improvements. Physical measures (bus priority schemes, or other new or improved infrastructure) or revenue support for a service (to coincide with the phasing/take up of the development) should be considered.

Freight

A transport assessment for a site with significant freight movements will need to address the physical access to the site and the impact on local access routes. The proposed mitigation measures need to meet local concerns close to the site but also must reflect the potential impact on the strategic route network possibly some distance from the site.

Road Safety

The developer will need to obtain details of accident levels within the study area, for the most recently available 36 month period. Any road accident or safety problems identified from the statistics will need to be identified within the study area. The likely impact of development traffic on road safety within the study area needs to be examined. Measures to improve safety and mitigate the impact of the development traffic should be considered in the TA. Within the development site, measures to calm traffic should be considered to encourage cyclists and pedestrians. If physical changes are proposed to the highway network then an outline safety audit will need to be prepared. The historic accident records can be obtained either from the Council or from TfL.

Environmental Impact

The LPA may require a full Environmental Impact Assessment (EIA) to be undertaken. This requirement will be identified at the pre-application discussions with the LPA. If a full EIA is not required, then a summary assessment of the noise and air quality effects of site traffic may need to be considered.

Travel Plan

Merton is promoting Travel Plans (TPs) within the borough. Where a significant traffic impact is identified the LPA will always require the production of a TP. Guidance on Travel Plans is given in Appendix 3 of this SPG. The LPA will take account of the TP in assessing any development proposal.

The TP should include targets and timescales for implementation that is acceptable to the LPA therefore reference to existing or proposed TPs maybe made in the TA submission.

The Travel Plan should be related to, and integral with, the Transport Assessment Report. There maybe a need to create a Travel Plan Framework which would form the basis for the full Travel Plan. The Travel Plan will need to include achievable and effective Travel Plan targets that could be linked to a planning condition or a part of a planning agreement. The Framework should be in place prior to the granting of permission, including an implementation timescale which should begin within 3 months of occupation, followed by regular reviews agreed by the Council and overseen by Merton and/or an independent observer.

This will enable Merton to monitor and ensure that effective measures are implemented by developers and occupiers, and through constructive engagement alter measures to achieve desired outcomes.

Consultation

When other statutory agencies have been consulted, a record (including who was consulted, date and the form of the consultation) of these discussions should be included in the TA, as should any other consultations that have been undertaken as part of the assessment, including public consultation and market research.

Conclusion and Recommendations

The conclusion should summarise the main transport impacts of the development. It should propose remedial measures to alleviate negative impacts or provide evidence where no measures are deemed necessary.

How will the TA be used?

The TA will allow the LPA to assess the net impact of the development plus any mitigation measures proposed. The TA will not be considered as conclusive and the LPA may request the developer to alter the nature of the proposal or encourage further remedial measures to alleviate the negative transport impacts of the development proposal. The LPA may seek a financial contribution from the applicant in the form of a Section 106 agreement.

PPG13 states that “These assessments enable local planning authorities better to assess the application and provide a basis for discussion on details of the scheme, such as the level of parking, the siting of buildings and entrances, and the need for further measures to improve access arrangements to the site. Details of any firm proposals to improve the access to a site (particularly where included in the local transport plan) should be taken into consideration when assessing the suitability of a site for development.”

Appendix 3 - Travel Plans

3a - Travel Plans

The London Borough of Merton requires that all development applications requiring a Transport Assessment (TA) will also be accompanied by a Travel Plan. The Travel Plan is a document that aims to increase travel choices associated with a given/proposed site and to reduce the impact of car travel to and from the site.

The Travel Plan will need to be referred to in the TA, and the effect of its mitigation measures on car use associated with the site will need to be considered in the assessment of the impact of the development on the surrounding road network.

The Travel Plan will be required and bound by a legal planning agreement. Proposals will be outlined in the section 106 agreement where relevant.

It should be recognised that the type of Travel Plan will vary with the nature of the proposed development. Thus the plan for an existing site, where the numbers and travel patterns of the people concerned are known or can be determined, can be more detailed than one for a proposed site that is not yet occupied.

All Travel Plans should consist of a number of elements. These include the following:

- Introduction - including background and scope of the plan
- Objectives
- Context - including travel survey and site audit
- Targets
- Proposals - including detailed action plan where appropriate
- Monitoring and Review

Introduction

This will explain the rationale for producing the Travel Plan. It will include a background to the proposed development, and set out the scope of the plan. It is important to identify the group of people or type of activity that the plan seeks to target. For example, more simple Travel Plans might look purely at travel to and from work by staff. Wider reaching plans may also look at visitor movements and deliveries and other services that involve travel to and from the development.

The scope of the plan will need to be considered by the developer as the Council will require that the plan takes into account the nature of the development and its transport requirements.

Objectives

It is important that a Travel Plan has clear objectives. These will provide the framework within which measures for the plan are proposed. The Council considers that the main objective should be to reduce reliance on the private car by encouraging the use of more sustainable modes or to encourage more efficient use of the car (eg by car sharing).

Linked to this are a number of other important objectives relating to the minimisation of the negative effects of private car use and to the improvement of conditions for non-car users.

Objectives should relate to the positive benefits of the Travel Plan, and should also reference Council objectives. They should nonetheless remain specific to the development.

Context

This section gives detailed information on the site and on existing or predicted travel patterns associated with it. It will vary significantly depending on whether the development is existing or speculative.

Information on existing transport provision to a site can be provided regardless of the type of proposal as it is not dependent on conditions on the site. Information on access to the proposed site by all modes should be provided. This will include cycle and walking paths, with links to Borough networks, bus services, including frequency, proximity of train stations and services to these stations, and any major interchanges in the area.

For existing sites, a significant amount of detail can be provided on travel patterns. If staff are already on site and no major influxes are planned, then a staff travel survey can be used to determine current travel behaviour. Potential measures that would encourage an increase in the use of non-car modes for travel to and from the site can also be identified through the survey.

For speculative development a Travel Plan Strategy would be more appropriate than a plan itself, as it will not be possible to provide detailed information on travel habits. A strategy would provide the framework for the Travel Plan. The basic structure would be the same, and potential measures would also be included, but details on existing travel behaviour and also on the action plan may have to be omitted until the site was fully occupied.

Targets

It will be necessary to set targets for mode change or, for speculative developments, for mode split. This is to provide focus to the plan, and to make it possible for the Council to assess the degree to which the objectives are being met.

Targets for existing sites will be based on the results of the surveys which will identify current mode splits. Those for proposed sites will be based on what is considered possible within the limits of existing and planned travel arrangements. Targets must in all cases be realistic given the type and levels of transport provision to the site.

The Council then, follows government guidelines that targets should be:

Specific
Measurable
Achievable
Realistic
Time-bound

The main target of a travel plan is likely to be the reduction in single occupancy car trips to and from the site. Associated with this reduction will be an increase in the use of other modes. Which means of transport are most likely to see the greatest increase, will depend on a number of factors. Thus, individual targets for non-car modes will need to be flexible, and based on what is most likely to work given the individual characteristics of the site, of the people travelling to it and of the transport provision in the surrounding area.

Proposals

A number of measures will need to be proposed to bring about the changes identified as targets in the previous sections. A key proposal will be the identification of a Travel Plan Manager who will be a main contact within the organisation and who will be responsible for the implementation and day to day running of the plan.

Other measures will be a mixture of incentives to travel by more sustainable modes and disincentives to use the private car. They will also aim to increase choice by improving facilities and services for non-car users.

An important aspect of the travel plan for some developments will be the inclusion of a car park management plan which will outline measures to control parking and thus contribute to disincentives to car travel. Further detail can be found in Appendix 6.

Certain measures will be difficult to implement and carry significant cost implications. The potential effectiveness of simple and inexpensive measures should not be overlooked, but also, more difficult measures should not be avoided. Typically, it is a good idea to have a mixture of measures, incentives and disincentives, simple and complex, physical and behavioural.

For a site that is already occupied, proposed measures should be accompanied by details as to who will be responsible for carrying out the necessary actions and when these actions will need to be completed by. This detailed action plan provides a clear guide as to what needs to be done and can also act as a convenient checklist as measures are completed. It will need to be updated as the plan progresses.

Monitoring and Review

The monitoring and review of a travel plan is a key aspect of the process as it will ensure that the Travel Plan is kept alive and remains a dynamic document.

It is important to monitor the success of the travel plan and to make adjustments to targets and measures in the light of changes, both internal and external, and of successes and failures within the Travel Plan process. The Council will require regular reports on the success or otherwise in meeting the agreed objectives, at time periods specified by the Council. The Council will also require the developer to provide information in relation to the travel plan within a timeframe agreed with the Council.

Regular surveys should therefore be carried out and necessary adjustments to the plan made according to the survey results.

The Council advises that a steering group be set up, comprised of representatives of employees at all levels, which will input into the Travel Plan and be responsible for amending it over time.

The Council may seek penalty clauses for non-achievement of the Travel Plan targets and objectives.

3b - School Travel Plans

School Travel Plans will follow a structure similar to any other Travel Plan, but will be adapted to the specific needs and characteristics of a school. The design, writing and implementation of school travel plans must take into account the fact that the plans will involve the activities of children. Thus, certain differences between these and other Travel Plans can be identified.

A major aspect of school travel plans is the extent to which they can be built into the curriculum to help raise interest and involvement amongst the pupils. The degree of assimilation of Travel Plan related issues can range from school assemblies or participation in single travel events to more detailed classroom sessions or participation.

The Travel Plan should be designed in such a way as to make it accessible to the children it applies to. Pupils should be involved as much as possible in all aspects of the plan. This will help increase awareness and enthusiasm which should contribute to the success of the plan.

A School Travel Plan will also apply to all members of staff. The role of staff in setting an example to the students should not be underestimated. Staff will need to be involved in the implementation of certain measures and teachers will need to support the plan if they are to build it into their teaching plans. This support at all levels will be an important determinant of success.

A key target group for a School Travel Plan is the parents. Students are often accompanied to school by their parents and even when they are not, it will most often be parental choice that determines the means of transport for children to and from school. Thus the parents should be involved in the plan from the outset if it is to have a significant effect on travel patterns at the school.

Parents must feel that they have an integral part to play in the plans, and should, where possible, be involved in the implementation of the measures. Convincing parents of the need to consider travel alternatives is likely to be one of the most important factors in assuring the success of a school Travel Plan.

Benefits

A number of benefits can be associated specifically with school travel plans. These include:

- Education and personal development
- Social benefits to the school community and neighbours
- Improved health and fitness
- Alleviation of parking problems at the school gate
- Road safety benefits

Examples of Specific Measures

'Walking buses' and 'cycle trains' where a number of children accompanied by adults walk or cycle into school together each morning and home in the afternoons are particularly suited to implementation through school travel plans.

Transport issues can be assimilated into classroom activities to a significant degree in a number of subject areas. For example, collection and analysis of survey data could be relevant to mathematics curricula, the health benefits of cycling and walking to physical education, transport choices to citizenship studies and geography, the environmental impacts of car travel to science lessons, etc.

Events

There are a number of national and international events relating to travel choices that schools can encourage their pupils to get involved in. These include:

- International Walk to School Day (October)
- Travelwise Week / European Mobility Week (September)
- In Town Without my Car Day (September)
- World Environment Day (June)
- National Bike Week (June)

Further Information

Support in the design and implementation of School Travel Plans can be sought from a number of sources. These include government guidance available from the Department for Transport and various web resources including teachernet.gov.uk.

The Merton Context

Merton requires all schools, including nurseries, to produce travel plans to help address problems associated with the school run. Travel plans can help reduce congestion on the roads at peak times and increase safety for children travelling to and from school by non-car modes.

Developments that might impact upon journeys to and from schools will be required to incorporate considerations relating to school travel into their proposals.

3c - Travel Plans for Health Care Facilities

Hospitals have specific transport needs. Government and NHS guidelines recommend the production of travel plans by hospitals to address the problems of travel to and from sites and to promote the health benefits of reducing reliance on the private car. The NHS Controls Assurance Standards Criterion 3 sets out the requirements of and issues surrounding hospital travel plans.

Merton will continue to support the NHS requirement that hospitals produce travel plans. for changes or developments at health care sites that are likely to have significant travel impacts, as well as for new sites. The location of new sites will be assessed according to accessibility by non-car modes. Measures to improve such access will be sought.

Of particular relevance to hospital travel plans are:

- Access and egress, as well as circulation within the site, which are of primary importance, particularly for emergency vehicles. Congestion on and around hospital sites can be addressed in a travel plan through a reduction in car use.
- Convenience for the mobility impaired and other issues arising from a hospital's specific clientele eg inability of certain patients to use public transport, walk or cycle, visitor versus patient requirements, pre-booked appointments versus emergencies etc.
- Emphasis upon the health benefits of walking and cycling rather than driving.
- Staff travel, and servicing requirements as these are likely to be major contributors to travel associated with the site.
- Car parking issues which must be addressed in the hospital travel plan. It may be that charging for parking might curb car use and encourage alternatives. It can also be used to help finance other aspects of the plan. The impact of charges on parking in the surrounding area must be considered.

Charging schemes are likely to vary for staff and visitors and it might be helpful to have segregated parking spaces.

At sites where patients attend short, pre-booked appointments, car parks may have high turnovers. This will influence car park capacity, access arrangements, circulation within the car parks and charging bands.

Appendix 4 - Transport Network & Public Transport Accessibility

4a - Transport Network Maps

Maps of the Road Network, PT Network and Public Transport Accessibility Levels can be found in Merton's Unitary Development Plan and the latest versions may be obtained from Merton Council

4b - Public Transport Accessibility Levels

Public Transport Accessibility Level (PTAL) is a widely accepted comparative measure of the accessibility of the public transport network, taking into account the walk access time and service availability.

The current methodology was originally developed by the London Borough of Hammersmith and Fulham in 1992. The model has been thoroughly reviewed and tested and the current method has been agreed by the London Borough-led PTAL development group as the most appropriate for use across London. The model is now included in the government's PPG 13 (Planning Guidance for Transport), Guide to Better Practice (1995) and Planning for Sustainable Development: Towards Better Practice (1998). More recently the approach has been incorporated in the Mayor of London's Spatial Development Strategy (SDS) specifically for the development of parking standards.

When considering development proposals, the Council will take into account the level of public transport provision in the area, favouring those areas that are well served by public transport and that are therefore less likely to encourage an increase in car trips to the area. Further, Council's UDP **Policy HP.4** also refers to the relationship between PTAL and housing density. This policy includes a table showing a relationship between location, parking and density.

PTAL levels range from 1 (representing those areas with the lowest accessibility) to 6 (the area with the highest accessibility). At present, Wimbledon town centre has the highest accessibility in the Borough. Accessibility in Morden, Colliers Wood and Mitcham is also relatively high.

For further information in relation to the PTAL methodology please contact Transport Planning & Policy, Transport for London (0207 7941 4500)

Appendix 5 - Car Free Development and City Car Clubs

5a - Car Free Development

As detailed in UDP **Policy PK:6**, the Council will encourage car free residential development as one of the key objectives 'to reduce reliance on the private car'.

Within car free housing schemes there is no on-site car parking except for provisions for disabled drivers. Where there is no on-site parking provision provided, disabled drivers will be able to use their existing Orange and Blue badge to park within the Controlled Parking Zone.

Car free housing developments are secured through section 106 of the planning agreements, and the issue of resident parking permits to occupants is prohibited by the controlled parking zone orders.

Merton encourages the development of car free housing in locations that are:

- Easily accessible by public transport;
- Near a wide range of amenities, including shops and leisure activities; and
- Within an operational or programmed controlled parking zone

Car free housing helps to:

- Make Merton a less car dependent place to live, work and visit;
- Reduce traffic congestion and pollution;
- Improve the quality of the environment;
- Encourage more travel on foot, by cycle and by public transport

This new approach to modern urban living is noted in Strategic Guidance for London Planning Authorities including policy planning guidance PPG (including: PPG3 on housing and PPG13 on transport), as well as in the urban white paper: 'Our towns and cities: the future – delivering an urban renaissance' (DETR, 2000) and the Mayor of London's Transport Strategy and Draft London Plan.

It is important to ensure that residents are not able to park a vehicle on the site or in the Controlled Parking Zone as this would undermine the objectives of this type of development. This would lead to traffic and parking related problems in adjoining areas (such as parking too close to junctions, footway parking, double parking and related accident potential).

By eliminating on-site parking provision for residents of car free housing, a greater proportion of the development site may be available for uses such as additional residential units. Alternatively, it may allow for attractive landscaping and greener uses such as more play spaces and cycle parking.

The development of car free housing contributes to tackling climate change. Motorised transport is responsible for over 25% of carbon dioxide (CO₂) emissions which leads to global warming.

Up to spring (May) 2003, planning permission for 5 car free residential development schemes had been granted by the Council.

Similar car free residential development schemes are also being introduced in cities such as Amsterdam, Berlin, Bremen, Cambridge and Edinburgh. In London, a number of other Councils including Camden are also encouraging the development of car free housing.

5b - City Car Clubs

The purpose of a City Car Club is to provide an alternative to car ownership and reduce car usage by providing a small number of cars for use by members of the club.

The concept for car clubs originated in Europe over 15 years ago, it arrived in the UK in the last 3 to 4 years. The Edinburgh City Car Club was the first of these, with the London City Car Club launch in September 2003 indicating more recent developments.

The major factors are decreasing parking supply on site and on street as well as reducing inner city traffic congestion whilst maintaining improved access to employment.

What is involved?

Car clubs are based on shared vehicle operation and use. They provide neighbourhood-based short-term car hire to members for periods as short as one hour. Members pay a fixed annual membership fee, plus hourly and per mile charges.

The club membership can be restricted to a particularly site or cover a larger geographical area. Cars need to be located in an accessible location for all members. Booking is usually via an electronic system.

Who runs it?

Schemes are either operated by a specialist company (examples include SmartMoves, Avis etc) and/or combination of car club members plus housing providers. Ideally, the cars are parked either on-site or on-street, with bays available for their sole use.

A specialist operator may have experience of establishing schemes elsewhere. They can share resources, expertise and financial risk across a number of sites. Dual fuel cars are often used that are exempt from the Mayor of London's congestion charge.

Non-specialists operators (examples include City Wheels car club run by Swansea Housing Association) could operate the scheme over several sites. This might be appropriate if they already have a fleet management role and this fits with the ethos of the operator.

Where are they appropriate?

City car clubs are usually located where there are good alternatives to car use and on-street parking control deters car ownership. Ideally, where cycle and pedestrian links are good and local buses and rail services are frequent and reliable.

Benefit to users

The user benefits are access to a car without the setbacks of ownership, such as car parking. A variety of cars available for different circumstances. There are cost savings compared to car ownership. There are also the health and environmental benefits of using the alternatives.

Benefits to wider community

Government tend to focus on the environmental benefits of less car use, whilst developers see the benefit of using less land for car parking, often in expensive basement or multi-storey parking.

Appendix 6 - Car Park Management and UDP Parking Standards

Car Park Management Plans

Merton may require developers and major car park operators to prepare a Car Park Management Plan as part of a condition when granting planning permission. This may form part of a Section 106 planning agreement to enable Merton to enforce and monitor the objectives of the Plan. This is usually required when there is a major increase in car parking (e.g. new office block, public car parks, large residential) or existing car parking is significantly changed (e.g. office parking changes to short stay or shared use). Merton's Parking Section can advise on this requirement.

The Context

The Car Park Management Plan should be related to the existing land uses, existing parking (on-street and off-street provision) and parking charges. It should also relate to Merton's policies and strategies across the borough, especially at town centres or major interchanges.

Calculating the Costs

A Car Park Management Plan should consider costs and revenue. The costs include the following:

- **Maintenance:** resurfacing, marking bays, cleaning, lighting, landscaping.
- **Management:** car parking control, permits, security and parking attendants.
- **Cost of leasing:** land or purchasing contract car parking.

There are also the external costs such as opportunity cost (the land maybe better used), congestion, energy use or pollution. Revenue considerations may determine the pricing structure.

What is a Car Park Management Plan?

The purpose of the Plan is to manage parking supply as a means to restrain traffic growth without detriment to local amenity e.g. overspill parking. The Car Park Management Plan should be linked to an existing or proposed Travel Plan. Merton's objective is to reduce longer stay car parking and commuter parking.

What should be included in a Car Park Management?

The Plan needs to clearly identify its objectives and relate to enforcement, monitoring as well as design issues. Therefore the following should be included:

- The primary purpose of the car park, who and when will it be used. Is it a short stay car serving town centre needs or employment uses for a specific employer or group of employers?
- Type of car park? Is it a surface car park, underground or multi-storey?
- Who will manage the car park: the owners of the associated building, a commercial company or an independent contractor?
- How will disabled parking be enforced or monitored? An agreement can arranged between the London Borough of Merton and operators of public car parks?
- How many spaces are there in the Car Park? How many spaces are allocated for specific individuals, user groups such as disabled drivers or car sharers?

- Any auxiliary or special services offered? This could include services like car valeting or special arrangements with local retailers.
- Consider the static capacity of the car i.e. how many spaces. However, also consider the dynamic capacity of the car park i.e. how many cars can be safely accommodated dependent on vehicle turnover, method of control and aisle/ ramp capacity.
- Who pays for the car park? The car park users or the operators?
- If users do not pay, how do these benefits compare to benefits to non-car users?
- If there is a charge, what system is used to collect this payment?
- Management of the car park, enforcement, vehicle and personnel safety.
- The design of the car park and how it can be improved.

Car Park Design

When designing a car park a number of criteria should be considered and include the following:

- Dynamic Capacity should include vehicle reserve capacity at entrance and exits.
- Design should reflect actual use of the car park in terms of vehicles (coaches, lorries, and shared use of spaces).
- Secure cycle parking should be located at the optimum location.
- Traffic Management, including speed control and signage – the latter could be static or variable reflect current usage.
- Pedestrian routes and control, including mobility access for disabled users.
- Bus access or routes to bus stop should be prioritised.
- Lighting, personnel safety and security.
- Operation of lifts, escalators, ventilation and heating in underground/ multi-storey car parks.
- Information systems, including use of car park and onward journey.
- Fire safety.
- Structural, drainage and durability of car park.

The design should reflect current best practice (including ‘secure by design’ approaches as recommended by the Police, the provisions of Design Bulletin 32 “Residential Roads and Footpaths” and SLGA document “Technical Appendix to Surrey Design: A strategic guide to quality built environments”) and should aid the delivery of the Car Park Management Plan’s objectives.

Monitoring

The car park whether surface, underground or multi-storey should conform to best design and operational standards. The Car Park Management Plan should be used to monitor how the car park operates in practice and will need to include an approach to remedy any defects in the design or operation of the car park. This should be related to the broader objectives of the Travel Plan.

SCHEDULE 6: PARKING STANDARDS

In accordance with Government Guidance in PPG13 (Transport) and Strategic Guidance for the London Planning Authorities, 1996, parking policies and standards in Merton seek to limit car use and encourage alternative means of travel which have less environmental impact. Parking control will be used as a method of restraining the use of cars, particularly for commuting in the peak hours, and will assist the Council in meeting the requirements of the Road Traffic Reduction Act 1997 and improving air quality.

The aim is to provide and manage a balanced supply of on-street and off-street parking spaces, for different types of parking, to reduce accidents, to restrain traffic for environmental reasons, to allow for short-stay visitor parking in town centres and to satisfy the needs of business and residential areas. Schedule 6 provides detailed advice on standards for different types of development in the Borough. Parking standards set the maximum to be provided. It may be necessary in specific instances to include additional provision for people with disabilities, for service vehicles and possibly for City Car Club Initiatives. The maximum number of parking spaces that the Council will normally allow in conjunction with any new development can be determined from the Parking Standards which are detailed in the following tables. The Council has adopted new standards which take account of latest government guidance and also the proposals contained in the Road Traffic Reduction Act 1997.

Where a development consists of a number of separate units with different land uses, the parking standards will be applied for each individual unit according to its size. In these cases appropriate planning conditions may be imposed or a Legal Agreement may be required.

These tables cover most land uses., Where there is no defined standard for a particular land use then the Council needs to be consulted prior to the submission of a planning application to assess the proposed parking provision. All figures relate to the MAXIMUM number of parking spaces that will be allowed.

With respect to retail development, the Council will continue to seek control over the management of shopper car parking in town centres in accordance with existing policies, but will also extend similar controls to out-of-centre retail developments as recommended in Government guidance, in order that town centre retailing is not disadvantaged. Parking for staff will be assessed as for business use classes.

Types of Parking Spaces

For non-residential developments some of the parking standards are distinguished between the operational (or essential) and non-operational (non-essential) requirements of the land use.

The **operational** requirement refers to the space required for servicing, loading/unloading and maintenance of the building/site, together with parking facilities for people with disabilities (for whom parking on the premises is essential), and parking facilities for people that will be working unsociable hours (when other forms of transport are limited). It is thus the minimum requirement for the proper functioning of the development.

The **non-operational** requirement is the remainder of the parking which is required to meet the needs of the development and which might, without affecting the operation of the development, be located away from the site of the actual development in a separate car park.

Servicing & Loading Requirements

Adequate provision should always be made for servicing, loading & unloading and turning facilities clear of the highway in accordance with the standards set by the Freight Transport Association. This is in addition to the parking standards already identified.

Payments to assist alternative Modes of Transport

Merton's UDP policies endeavour to seek financial contributions that will provide measures to assist public and community transport, walking & cycling and enhance on-street parking controls thereby reducing the current dominance of the car, especially for commuter trips.

Whilst UDP policies direct major developments to locations with good public transport in accordance with advice contained within PPG13, there will be some developments in areas where public transport is not good and where there is inadequate on-street parking control. In these areas less restrictive parking standards will be applied, subject to developers contributing towards the cost of on-street parking controls, public transport and improved pedestrian and cycle facilities.

This will relate to the type of development and the ability of the transport network to serve the site. In this way certain developments may be allowed to proceed (subject of course to other UDP policies), but with a contribution to reduce the environmental impact of traffic generation and provide for non-car access. The principle of developer contributions is long established and recognised in Government guidance, and will be secured as part of a Section 106 agreement when granting planning permission.

Managing Parking for Public Use

The Council will seek to ensure that the car parking provided in association with new development is brought under its control or is operated in accordance with the Council's management policies which are to limit commuter parking and provide for short stay visitor parking. The Council will ensure that short stay parking is available in conjunction with proposed development and that town centre development will not be disadvantaged in accordance with advice in PPG6 and PPG13.

Parking Standards for Employment Land Uses

The employment land uses are a major generator of vehicle journeys especially during peak periods. Since one of the main objectives of the Council is to restrain the use of the private car and encourage alternative modes of transport then these trips are an obvious candidate for traffic restraint. In such cases the extent to which car trips can be reduced will depend on a number of factors including the availability of suitable alternative modes of transport and any on-street parking controls in the area.

Parking Standards for Residential Development

Within town centres and areas which are well served by public transport the extent to which provision is made for off-street car parking spaces has a direct bearing on the potential for achieving high density residential development schemes. If a large part of the site is given over to off-street parking or space for the manoeuvring of vehicles, then the development potential of the site as a whole will be reduced and lower residential densities will be achieved. Achieving high density residential development in and around town centres therefore depends on the provision of car parking spaces below the maximum figures set out in this guidance.

This approach will be subject to ensuring that on-street parking problems do not result. The Council will therefore encourage reduced on-site parking provision particularly where Controlled Parking Zones are in operation and the issuing of resident's on-street parking permits can be controlled.

a) Car Free Residential Development

As detailed in UDP policy PK.6, the Council will encourage proposals for car free residential development in town centres and areas where there is an operational Controlled Parking Zone or where a CPZ is programmed for implementation before the operational date of the development. The Council will prohibit the issue of residents parking permits to the occupants of such developments through the Controlled Parking Zone Orders.

b) High Density Residential Development and Reduced Parking Provision

In accordance with the UDP policy HP.4, in Controlled Parking Zones and in and around town centres and other urban areas with very high public transport accessibility (PTAL level 4 or higher), levels of on-site parking provision below the maximum permissible provision will be encouraged. This will assist the Council in achieving high density residential development where it is not possible to progress car free residential schemes. Lower levels of parking provision may also be acceptable where the development proposes a type of housing which is characterised by low levels of car ownership.

c) Residential Development in the remaining areas of the Borough

In accordance with UDP policies HP.4, PK.2 and PK.3, outside town centres and Controlled Parking Zones where public transport accessibility is generally poorer and essential facilities are often not within walking distance, a minimum provision of one parking space per unit is normally required for dwellings with 2 or more bedrooms. A minimum of 0.75 spaces per unit is required for dwellings with only one bedroom. This minimum provision is specified because the Council has little or no control over any on street parking in these areas that may result from the development. Additionally, levels of car ownership are usually higher than in more central areas. Lower levels of parking provision may be acceptable where the development proposes a type of housing which is characterised by low levels of car ownership.

Determining Levels of Public Transport Accessibility

Further advice on Public Transport Accessibility Levels can be found in the Supplementary Planning Guidance on Transport Planning. Areas of accessibility have been identified and plotted on a map, which is contained within the Unitary Development Plan. This map is updated as appropriate, and in this respect developers are advised to contact the Environment & Regeneration Department for up-to-date advice.

SHOPS (A1/A2 USES)

All standards include operational space. Delivery vehicle requirements to be assessed according to FTA recommendations.

	MAXIMUM STANDARDS TO BE APPLIED BY LOCATION (ONE SPACE PER X SQ M OF GROSS FLOOR AREA).		
	WIMBLEDON TOWN CENTRE	OTHER CENTRES	REMAINDER OF BOROUGH
Superstores > 2500 sq m	22 sq m	22 sq m	18 sq m
Supermarkets (1000-2500 sq m)	30 sq m	30 sq m	-
Supermarkets < 1000 sq m	36 sq m	36 sq m	-
Retail Parks	50 sq m	50 sq m	40 sq m
Non food retail/ DIY	50 sq m	50 sq m	40 sq m
Garden Centres	-	50 sq m	40 sq m
Individual shop units and A2 financial and professional services.	100 sq m	100 sq m	50 sq m

FOOD AND DRINK (USE CLASS A3)

	MAXIMUM STANDARDS BY LOCATION		
	WIMBLEDON TOWN CENTRE	OTHER CENTRES	REMAINDER OF BOROUGH
Restaurant/café	1 space for every 20 seats /1:20 sq m	1 space for every 20 seats/1:20 sq m	1 space for every 10 seats /1:10 sq m
Public House/Wine bar with restaurant	zero parking	zero parking	1 space for every 10 seats /1:10 sq m
Fast food takeaway/drive through	1 space/50 sq m	1 space/45 sq m	1 space/40 sq m
Public House with function room	To be determined according to number of patrons allowed by license.		

BUSINESS/INDUSTRIAL USES (B1,B2,B8)

	MAXIMUM STANDARDS TO BE APPLIED BY LOCATION (ONE SPACE PER X SQ M GROSS FLOOR AREA)		
	WIMBLEDON TOWN CENTRE	OTHER CENTRES	REMAINDER OF BOROUGH
Offices B1	600 sq metres	300 sq metres	100 sq metres
Light Industrial B1	300 sq metres	300 sq metres	100 sq metres
General Industrial B2	-	-	120 sq metres
Storage distribution warehousing B8	-	-	120 sq metres

Commercial vehicle parking, loading/unloading requirements.

Each development to be assessed on its merits when considering the requirements of heavy goods vehicles but in general the recommendations contained within 'Designing for Deliveries' (Freight Transport Association) will be applied.

For any land use the demand standard corresponds to the parking provision that will cater for the predicted maximum demand for parking.

For definitions of preferred industrial locations (e.g. Willow Lane, Morden Road and Durnsford Road) please refer to the UDP proposals map.

RESIDENTIAL (C1, C2,C3 USES)

HOTEL/HOSTEL (NON-CARE) C1

	MAXIMUM RESTRAINT STANDARDS TO BE APPLIED BY LOCATION		
Hotel/Hostel	WIMBLEDON TOWN CENTRE	OTHER CENTRES	REMAINDER OF BOROUGH
	1 space per 4 bedrooms	1 space per 4 bedrooms	N/A
	Coach parking may also be required		
	For conversions each case to be considered on its merits.		

RESIDENTIAL CARE (C2)

Private homes for the elderly	1 space per 2 dwellings	+ 1 space per 10 dwellings for communal use.
Local Authority and Housing Association homes for the elderly.	1 space per 5 dwellings	+ 1 space per 10 dwellings for communal use.
Private sheltered accommodation with warden.	1 space per warden and 1 space per 5 units.	+ 1 space per 5 units communal.
Local Authority and Housing Associated sheltered accommodation with warden.	1 space per warden and 1 space per 10 units.	+ 1 space per 10 units communal.
Residential institutions and hostels.	1 space per 10 residents.	+ 1 space for per 2 members of staff.
Residential schools and colleges.	1 space per 4 members of staff (town centre location) 1 space for per 2 members of staff (remainder of borough)	
Children's homes, homes for the elderly and nursing homes.	1 space for every 10 residents.	+ 1 space for every 2 members of staff.
Hospitals	Each case to be considered on its merits	

RESIDENTIAL DWELLING HOUSES (C3)

	MAXIMUM PARKING STANDARDS FOR RESIDENTIAL DEVELOPMENT
1 & 2 Bedrooms	1 space per dwelling + 1 space per 4 dwellings for communal use.
3 & 4 Bedrooms	2 spaces per dwelling.
5+ Bedrooms	Negotiable.
Residential conversions	As appropriate to the units to be provided and to the characteristics of the locality.

Please also refer to the Guidance Notes on pages 335 and 336 which deal with car free residential development, high density residential development and residential development in the remaining areas of the Borough.

NON-RESIDENTIAL INSTITUTIONS (D1, D2 USES)

USE	WIMBLEDON TOWN CENTRE	OTHER TOWN CENTRES	REMAINDER OF THE BOROUGH
Day Nursery (D1)	Each case to be considered on its merits.		
Health Centre (D1)	2 spaces per consulting room	2.5 spaces per consulting room	3 spaces per consulting room.
School (D1)	1 space per 4 members of staff.	1 space per 4 members of staff.	1 space per 2 members of staff.
Cinema (D2)	1 space per 10 seats.	1 space per 8 seats.	-
Passive Leisure Community Facilities (D2)	1 space per 100 sq m GFA.	1 space per 85 sq m GFA.	-
Active Leisure (D2)	Refer to London Plan	Refer to London Plan	Refer to London Plan
Bingo (D2)	1 space per 10 seats.	Refer to London Plan	N/A

OTHER LAND USES

<p>Sale of fuel for motor vehicles</p>	<p>2 spaces per pump 2 spaces per repair bay shop standard to be applied to any retail element.</p>
<p>Sale or display of motor vehicles</p>	<p>1 customer space per 70 sq m site area. Each case to be assessed on its merits.</p>
<p>Theatre Amusement arcade/centre Funfair Launderette Dry Cleaners</p>	<p>Each case to be assessed on its merits.</p>
<p>Scrap yard or 'Car-breakers' yard or for storage/distribution of minerals Taxi business/car hire.</p>	<p>Each case to be assessed on its merits.</p>

CYCLE FACILITIES

The Council is currently implementing a network of cycle routes across the Borough, together with associated secure cycle parking facilities where appropriate. The routes in the Borough will form part of a strategic network of routes across London, an initiative supported by the Secretary of State for Transport and the Mayor for London.

The following standards are based on those recommended by the London Cycling Campaign and the London Cycle Network Design Manual. Where necessary, these will be enforced by a condition on the planning permission, although it is hoped that developers will see the benefits of providing facilities for cycles and readily contribute to encouraging their further use.

Where insufficient space is available for cycle parking within a development a payment towards off-site provision is likely to be required and will be secured through a planning agreement.

MINIMUM CYCLE PARKING STANDARDS		
USE CLASS (As identified in the Town & Country Planning Act – General Development Order 1988)		This table indicates the minimum cycle parking standards for new development within Merton. Commuted payments may be required where a developer is unable to provide cycle parking for the required level on site
A1 & A2	RETAIL SHOPS, BANKS, ESTATE AGENTS ETC	1 Space per 100 SQ M
A3	RESTAURANTS, CAFES & PUBLIC HOUSES ETC	1 Space per 10 seats / 1 Space per 20 SQ M
B1	OFFICES AND LIGHT INDUSTRY	1 Space per 200 SQ M
B2-B8	INDUSTRIAL, WAREHOUSING & DISTRIBUTION	1 Space per 400 SQ M
C1	HOTELS & GUEST HOUSES	1 Space per 10 staff + 1 Space per 10 visitors
C2	HOSPITALS & HEALTH CENTRES	1 Space per 10 staff + 1 Space per 10 visitors
C3	STUDENT HOUSING, FLATS & RESIDENTIAL CONVERSIONS	1 Space per 2 dwellings
	SHELTERED HOUSING	1 Space per 10 dwellings
D1	PRIMARY SCHOOLS	1 Space per 10 staff plus 1 Space per 10 pupils
	SECONDARY SCHOOLS	1 Space per 10 staff plus 1 Space per 5 pupils
	FURTHER EDUCATION ESTABLISHMENTS	1 Space per 10 staff plus 1 Space per 5 students
D2	SPORTS CENTRES	1 Space per 10 players plus 1 Space per 10 spectators
	CINEMAS, THEATRES & COMMUNITY CENTRES ETC	1 Space per 10 seats
OTHER	TRAIN STATIONS	5 Spaces per peak period train
	BUS, UNDERGROUND & LIGHT RAIL STATIONS	2 Spaces per 100 peak period passengers

Appendix 7 - Road Safety Audits

A Safety Audit assesses any proposal that may influence road safety. A preliminary audit is usually carried out on the existing situation and may be used to assess the safety impact of a proposal.

Why is a Road Safety Audit required?

The Council has a statutory duty to reduce the number and severity of accidents on the public highways. Therefore, road safety should be considered early in the design process and discussed with the appropriate highway authority at an early stage.

What is a Road Safety Audit?

A Road Safety Audit is a process for checking the road safety of new schemes. They need to be carried out systematically, based on sound principles and from the road users' point of view. The Road Safety Auditor will need to be a suitable qualified person and should not be part of the design team, Merton's Highways Department can advise.

It is advisable to involve the Auditor at an early stage in the design process, especially if proposals involve major works to the public highway, new access points or changes to signal junction control, pedestrian crossings, or a significant increase in road user numbers.

The Road Safety Audit is not an opportunity to redesign a scheme, provide a technical check or check design standards. This remains the responsibility of the designer and, for works on the public highway, the Highway Authority.

Whilst usually Road Safety Audits relate to the public highway they can be a useful approach in assessing Road Safety implications of proposals on un-adopted land affected by vehicular and other traffic, for example, car parks or servicing areas.

Aims of Road Safety Audit

The aims of a Road Safety Audit include the following:

- that all highway schemes operate as safely as possible
- to minimise accident numbers and severity
- that the safety of all road users is considered
- to reduce accidents among vulnerable road users. These include pedestrians, cyclists, motorcyclists, children, disabled people, people with encumbrances (e.g. heavy shopping, small children) and elderly people
- to raise awareness of safe design practice amongst scheme designers, developers, operators, construction and maintenance staff and road users

What to Audit?

An audit will usually be required when any works are proposed on the highway network, or when a development is likely to have any impact on the highway network. Such proposals might include the following:

- Highway schemes
- Traffic management schemes
- Development schemes

- Maintenance schemes
- Existing road when there is impact from the above points

Other situations that might require a Safety Audit include the following:

- A change of use, where for example an increase in pedestrian or cycle movements is expected or access will be required by larger goods vehicles than previously
- Where accident rates among vulnerable road users are generally high. In such cases utilising the user hierarchy could produce accident savings.

When to Audit?

Merton's Highways Engineers will advise on this process. It is usually suggested that audits should be performed at each of the development phases listed below. However, for minor schemes it may only be necessary to perform audits at the first three stages (preliminary, 1 and 2).

- Feasibility Stage
- Stage 1 Preliminary design complete
- Stage 2 Detailed design complete
- Stage 3a Construction complete
- Stage 3b Open to traffic
- Monitoring after 1 and 3 years

Good practice may require a degree of auditing even when road safety audits may not be specifically required by the council.

Sources of further information include the include Royal Society for the Prevention of Accidents (RoSPA) and Institute Highway and Transportation (IHT) as well as Traffic Advisory Leaflets produced by the Department for Transport (DfT) and Transport Research Laboratory (TRL).

Appendix 8 - Bibliography & Links

- Planning Policy Guidance 1: General Policy and Principles, February 1997
- Planning Policy Guidance 3: Housing, March 2000
- “Better places to live by design: A companion guide to PPG3” (11th September 2001).
- Planning Policy Guidance 6: Town Centres and Retail Development, June 1996
- Planning Policy Guidance 11: Regional Planning, October 2000
- Planning Policy Guidance 13: Transport, March 2001
- Circular 1/97 Transport White Paper “A New Deal for Transport: Better for Everyone”, July 1998
- “Transport 2010: The 10 Year Plan”, July 2000
- Road Traffic Reduction Act 1997
- Greater London Authority Act 1999
- Government Office for London Circular 1/2000 “*Strategic Planning in London*”
- The London Plan: Spatial Development Strategy for Greater London, February 2004
- Mayor’s Transport Strategy, July 2001
- The Mayor of London’s SPG ‘Accessible London: Achieving an Inclusive Environment
- London Cycle Network Guide’
- Unitary Development Plan
- The Merton Local Implementation Plan
- Borough Spending Plan 2003
- Merton SPG – Sustainable Development
- Merton SPG - ‘Accessible Environments’ (June 2003),

Websites

- London Borough of Merton www.merton.gov.uk
- Transport for London www.tfl.gov.uk
- Greater London Authority www.gla.gov.uk
- Department for Transport www.dft.gov.uk