
London Borough of Sutton

# Sustainable Transport Strategy 2020-2025

## Supplementary Planning Document

November 2021

Sutton

London Borough of Sutton

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# Foreword

**Councillor Manuel Abellan, Deputy Leader of the Council and Chair of the Environment & Sustainable Transport Committee**

Sutton residents, businesses and visitors have faced huge challenges in 2020 and 2021. The Covid-19 pandemic has had deep, and sometimes lasting, impacts on how we live, work and get around.

As we have now moved out of the lockdown phase of the pandemic, the Council is working with residents and businesses to support the borough's recovery and help build a Stronger Sutton. This is a real opportunity to make Sutton an even better place to live, work and bring up a family.

One of the impacts of the pandemic has been the emergence of local places, businesses and communities as more important than ever. There is a renewed emphasis on quality of life and how we shape our neighbourhoods in the future.

Locally, nationally and internationally, there is also the increasing impact of severe weather as a result of the climate emergency. How Sutton plays its part in adapting to and reducing the effects of climate change will be key to the necessary shift to more sustainable lifestyles.

This new Sustainable Transport Strategy replaces the Council's previous strategy (2015-2020) and has Supplementary Planning Document (SPD) status. This makes it more than just a strategy. It will be a key factor in all future planning decisions and will therefore have "more teeth" than the previous document.

It builds on the 2018 Sutton Local Plan and 2019 Local Implementation Plan, and lays the groundwork for higher levels of walking, cycling and public transport use by those who live, work and visit the borough, reducing the need for private car use. The borough's cycling, walking and car club strategies have been brought together in one place and updated to take account of newer methods and technologies. It pushes forward the borough's Ambitious for Sutton programme, contributes to the Mayor of London's Healthy Streets objectives and complements the Council's Environment Strategy and Climate Emergency Response Plan.

Sutton's new Sustainable Transport Strategy focuses on how the Council and the community can work together to identify and shape the priorities and measures to improve local places in the borough. Local transport, and particularly sustainable transport, is key to this and the Strategy sets the framework for how schemes and measures are implemented for the greatest benefit across the whole community.

We want to become London's most sustainable borough, and the potential is there. Sutton has the highest number of potential trips by foot or bike of any London borough. But with a poor overall public transport offer and a number of key through routes, more people in Sutton choose to use their car for trips less than 3km than anywhere else in London. The long-standing traffic management, congestion, safety and air quality issues caused by this are well-known. We need to find a new way of doing things if we want to meet our ambitions for growth, improved public health and environmental sustainability in our neighbourhoods.

As ever, funding will be challenging. Central government and borough resources are under more pressure than at any recent time due to the health emergency. Transport for London's income has reduced as a result of people being unable to travel during the pandemic and this impacts on funding allocations from the Mayor and central government to councils. This is likely to be a constraint for many years to come. Because of this, the role of developers in supporting and helping to fund new infrastructure to support homes and businesses is more vital than ever. This new Sustainable Transport Strategy therefore sets out clear planning guidelines for new developments to ensure that everyone plays their part.

It is a mark of the strength of feeling among residents, businesses and local groups that the consultation for this new Sustainable Transport Strategy attracted such a high response rate for a planning document. I would like to thank all those who took the time to read the strategy and provide constructive feedback. Your comments have helped refine this final document, whether it be in terms of improved clarity or adjustments to the policies and planning guidelines in the various sections.

Now is the time to act. Sutton is about to embark on one of the most significant periods of change in its history and through this new strategy we aim to make a real difference for our residents, businesses, partners and climate.

## 1. Introduction

**1.1** This Sustainable Transport Strategy (STS) aims to lay the groundwork for a greater use of walking, cycling and public transport by those who live, work and visit the borough, and to reduce the need for private car use. It replaces the Council's first Sustainable Transport Strategy and will have Supplementary Planning Document (SPD) status. This makes it more than a strategy as it will be a factor in planning decisions and therefore has a formal status which developers will need to address.

**1.2** Sutton has a long history of promoting and working for sustainable travel, with the first STS published in 1999 and augmented by the Smarter Travel Sutton programme in the early 2000s, and the successful campaign for the Thameslink extension. This new STS takes further strides forward and now also builds on the sustainable transport measures in the Mayor's Transport Strategy, the Local Implementation Plan and Sutton Local Plan, providing more detailed advice and guidance on how Sutton can work further towards a sustainable transport future. The document will demonstrate how it relates to the borough's Ambitious for Sutton programme generally and how it links to the programme's four key themes.

### Why has the Sustainable Transport Strategy been reviewed?

1) To take forward and localise the Mayor's Transport Strategy;
2) To take forward the Sutton Local Plan's policies;
3) To take forward the Sutton Environment Strategy's objectives in relation to transport, and act on the Council's Climate Emergency declaration;
4) To give the Sustainable Transport Strategy more teeth by making it more straightforward for transport needs to be accommodated within planning conditions;
5) To take account of the new Sutton Local Implementation Plan (LIP 3) which sets out local sustainable transport improvement schemes;
6) To bring together the existing strategy for cycling with a new walking strategy, and incorporate old SPDs (Car Clubs and Transport Assessments and Travel Plans) into a "one-stop shop";
7) To account for new transport developments, such as electric vehicles and charging infrastructure, as well as recognition of powered two wheelers;
8) To provide detail on the borough's requirement for how new construction will be managed through Construction Logistics Plans; and
9) To identify and manage overlaps with the current Parking Strategy.

## Why do we need sustainable travel?

**1.3** Sustainable travel is not just about meeting targets. Transport is an essential part of our everyday lives, and enables access to employment, business, education, health services and social interaction. Everyone benefits from sustainable transport because it means that we are:

- Keeping the air cleaner through alternative travel choices, such as walking, cycling to work, using public transport or using electric vehicles, while improving public health;
- Improving safety for travellers, especially for people with disabilities, children, older residents and other vulnerable road users such as pedestrians and cyclists;
- Accommodating the impact of population increases in London, both through the draw of employment and people living longer, by reducing congestion and facilitating better planning and development, which conserves land and decreases the distances people need to travel to work, shop or socialise;
- Improving journey reliability, especially for buses and emergency vehicles, but also for those who for whatever reason are unable to walk, cycle or use public transport, and who also benefit if those who can make more sustainable choices;
- Supporting local businesses and high streets. There is increasing evidence that people travelling to shops by sustainable modes of transport stay longer and spend more[1].

## Who is the Sustainable Transport Strategy for?

**1.4** The STS sets a framework for everybody involved in delivering a sustainable Sutton and including guiding developers seeking to build in the borough by ensuring their new developments contribute to, and facilitate the use of, sustainable transport measures.

**1.5** It should be said, however, that a truly sustainable transport future in Sutton can only be delivered with help from The Mayor of London and national Government. The impact of the Covid pandemic in 2020 will have a potential long-term impact on travel patterns, and the impact of reduced use of public transport and a return to greater use of private vehicles will negate not only the borough's own plans but those of the Mayor of London and central government. Funding across London should therefore have some sort of parity between boroughs as a minimum, and the Government must make good on its various and numerous infrastructure promises.

[1] Walking & Cycling: The economic benefits

Living Streets 'The Pedestrian Pound'

## SPD status and conformity with the Sutton Local Plan (2018) and the Mayor's London Plan (2021)

**1.6** This STS is being given Supplementary Planning Document status in order to give the document a more powerful delivery function through the development management process. National guidance states that supplementary planning documents (SPDs) should be produced to expand on and provide more detailed guidance on policies in a borough's Local Plan. While they cannot introduce new planning policies into the development plan, they are a material consideration in decision making. This SPD primarily gives advice on and assists in the implementation of "Policy 35: Transport Proposals" of the Sutton Local Plan (adopted 2018), which seeks improvements in the borough's transport generally, and the Intend to Publish London Plan policies Policies T1 (which includes the Mayor's 80% Londonwide foot, cycle or public transport trip target by 2041) and policies T2-T5, T7 and T9.

## The Mayor's Transport Strategy and Sutton's Local Implementation Plan

**1.7** Aside from the Sutton Local Plan and the Intend to Publish London Plan, this Sustainable Transport Strategy also needs to build on the 2018 Mayor's Transport Strategy (MTS) and help inform the Council's own Local Implementation Plan. This is crucial in ensuring that car dependency is reduced and sustainable transport use is maximised, in order to mitigate the new demands on our transport networks within the next 25 years.

**1.8** The Mayor's Transport Strategy sets out a number of long-term and ambitious goals. The principal aim is for 80 per cent of all trips in London to be made on foot, by cycle or using public transport by 2041, with individual targets set for each borough to reflect location (Inner or Outer London) and pre-existing levels. It is intended to achieve this by focusing on improving air quality, reducing congestion, greening the capital and generally making London a more attractive and healthier place. The Healthy Streets[2] approach, set out in more detail in the LIP, guides on the measures to be used to achieve this.

[2] Healthy Streets, Transport for London

**1.9** Furthermore, the strategy pledges to "address" the dominance of motorised transport and promote better street environments for people who are walking, cycling and spending time, including the introduction of traffic reduction strategies, to create a good public transport "experience" and to deliver transport improvements to assist a growth in homes and jobs. Since 1999 traffic levels in the borough have declined, but with increases in population (both in numbers and a projected ageing population), housing and new developments, such as the London Cancer Hub and new Sutton acute care hospital, the momentum must be maintained in order to reduce congestion and accommodate local sustainable trips.

**1.10** Sutton has been set a number of bespoke, borough targets by the Mayor as part of the strategy and these targets are set out in Appendix B. Targets relevant to particular modes are discussed in the following sections.

**1.11** The Sutton Local Implementation Plan (LIP), approved in April 2019, contains a list of short to medium term sustainable transport schemes. In addition, there are longer term initiatives such as the Sutton Link tram extension and the borough's ambitions for metro-style rail services in South London. **Further schemes will be added throughout the life of the LIP, as part of the annual LIP bidding and funding process, which effectively defines future LIP spending plans and forms the action plan for the STS.** Having said this, LIP funding for boroughs in 2020-21 was frozen in light of the impact of Covid-19 on Transport for London. At the time of publishing this Strategy there is not yet clarity about the longer term funding position for London boroughs, and the short term focus is on ongoing schemes, key projects and programmes including bus priority and borough cycling, and active travel projects. The uncertainty over funding provision reinforces the need for the borough to seek alternative means of funding and scheme delivery, and highlights further the importance of contributions from developers.


## Ambitious for Sutton

**1.12** Ambitious for Sutton, the Council's corporate plan, has four key themes:

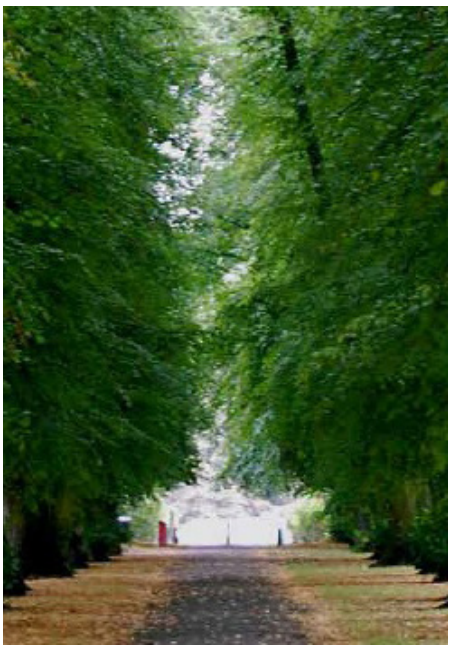
(1) Being Active Citizens (2) Making Informed Choices, (3) Living Well Independently, (4) Keeping People Safe and sustainable transport and the need for it ranges wide across most of the themes.

### Table 1: Sustainable Transport within the Corporate Plan

| |
|---|
| **Being Active Citizens** |
| 01 Area improvement and renewal schemes, co-designed with residents and businesses delivered in key priority areas across the borough |
| 03 Continue to regenerate council estates providing a better environment for current and new residents, including the seven potential regeneration estates named in the Sutton Local Plan 2016-31 |
| 05 Invest in transport infrastructure across the borough |
| 06 Implementation of the Local Plan to deliver: Reducing pollution and climate change and improving transport |
| 07 Implement selective road improvement schemes to reduce congestion and benefit all road users across the borough |
| 10 Improve air and water quality within the borough through the development and implementation of action plans |
| **Making Informed choices** |
| 05 Work with schools to deliver and promote healthy living habits in young people |
| **Living Well Independently** |
| 01 Being an Age Friendly and Dementia-Friendly Borough |
| **Keeping People Safe** |
| 02 Deliver Crime & Disorder Reduction Strategy |

### Climate Emergency and Environment Strategy[3]

**1.13** In July 2019, the London Borough of Sutton declared a climate emergency, and pledged to make the borough carbon neutral. Air quality improvements and carbon reduction are byproducts of, and some of many reasons for, sustainable transport. While not the sole reason for the implementation of a sustainable transport strategy, vehicle emissions account for a large portion of overall pollution and air quality issues in the borough, and so the Sustainable Transport Strategy must be seen as a means of tackling these issues.



**1.14** The key routes in the borough are TfL-controlled and are designated for freight and through traffic. These roads account for 2.9% of the total borough network yet 9.2% of all carbon emissions, whereas the C class and local unclassified network accounts for 90% of the network but 15% of carbon emissions. This presents a challenge for the Council to meet the Climate Emergency objectives and reaffirms the need for a fair investment in infrastructure from the Mayor, TfL (including bold choices and investment in the TfL road network and its alternatives) and Government. Continued lobbying for measures such as Sutton Link (tram), improved bus services/capacity and metro-style rail services in the borough is included in the Climate Emergency Action Plan.

[3] Environmental_Sustainability, London Borough of Sutton

**1.15** The Sutton Environment Strategy 2019-2025 sets out the Council's ambition to become London's most sustainable borough by 2025. Residents, community groups, the Council and businesses will be working together to deliver this vision under the key areas of cleaner air, a greener borough, using less energy, creating a circular economy and tackling climate change. The Mayor's Transport Strategy targets for air quality are linked to the Environment Strategy and so all monitoring and reporting will be carried out there rather than this document.

## Other Guidance

**1.16** In July 2021 the Government released 'Decarbonising Transport: a better, greener Britain'[4] setting out the government's commitments and the actions needed to decarbonise the entire transport system in the UK. It includes:

- increasing cycling and walking;
- zero emission buses and coaches;
- zero emission cars, vans, motorcycles and scooters, and;
- plans for decarbonising freight, including shifting from road to rail and improving 'last mile' deliveries.

**1.17** The commitments for cycling and walking include the creation of a new funding body and inspectorate "Active Travel England" to enforce the standards and raise performance generally and which will become a statutory consultee on planning applications for developments above a certain threshold. There is also a clear steer toward implementing schemes such as School Streets, and recognising the benefits of local measures to reduce the impact of traffic on neighbourhoods. " There is clear evidence that the provision of segregated cycle lanes and other measures such as low-traffic neighbourhoods drives significant increases in cycling and – after an initial period of adjustment – reductions in motor traffic, both locally and more widely. If cycling and walking are made safer and more pleasant, more people who previously drove choose to cycle and walk, particularly for short trips."

**1.18** It is too early to see how some of the measures, and funding streams, will be applied to London boroughs. However, the knock-on effects of this will be felt across the capital and the principles will apply to all vehicles and systems regardless of where they are registered.

[4] Government Decarbonisation Plan

# 2. Vision and Objectives

## Vision Statement

"Transport policy and provision within the borough should contribute to a more sustainable future, a better environment, economic prosperity, an improved quality of life and greater equality and safety, especially for children, families, those with mobility issues and those in advancing in years."

- STS1: Ensuring that the borough transport network supports the local economy and meets the current and future needs of the borough in a sustainable way;
- STS2: Enabling smarter travel choices, including implementing infrastructure which supports the use of walking, cycling and public transport and reduces dependence on the private car, particularly for local trips;
- STS3: Reducing the harmful effects of transport on health, and reducing its negative effect on the environment and climate change;
- STS4: Improving the safety and security of road users, particularly pedestrians, cyclists and public transport users;
- STS5: Enhancing transport accessibility for all, especially disabled and older residents, and improving the public realm and street design.

**2.1** Despite new policy initiatives, the new guidance and heightened concern for the environment, the objectives from the previous STS have been largely carried forward with a few amendments. The elevation of this new document to Supplementary Planning Document status will further link transport interventions and planning requirements, allow officers to demonstrate more fully the need for developer funding to implement the schemes and interventions necessary to achieve these revised objectives and aid the delivery of sustainable transport options across the borough.

**2.2** Each section in this document contains a number of planning guidelines to be used by developers, Council planning staff and partner organisations in designing, approving and implementing new developments within the borough. Each guideline will feed in to some or all of the objectives above as well as the wider Ambitious for Sutton objectives. A full checklist of guidelines is provided at Appendix A.


# 3. Street Typology and Road User Hierarchy

**3.1** In determining the measures being proposed in each area, it will also be important to recognise the function of roads in the local area and design the schemes accordingly, with compromises to accommodate the user base and the local road user hierarchy. In our Local Implementation Plan, Sutton has adopted the TfL 'Healthy Streets'[5] methodology when considering new schemes or interventions, which includes looking at the 'Street Type' function of the road. This is explained below.

## Street types

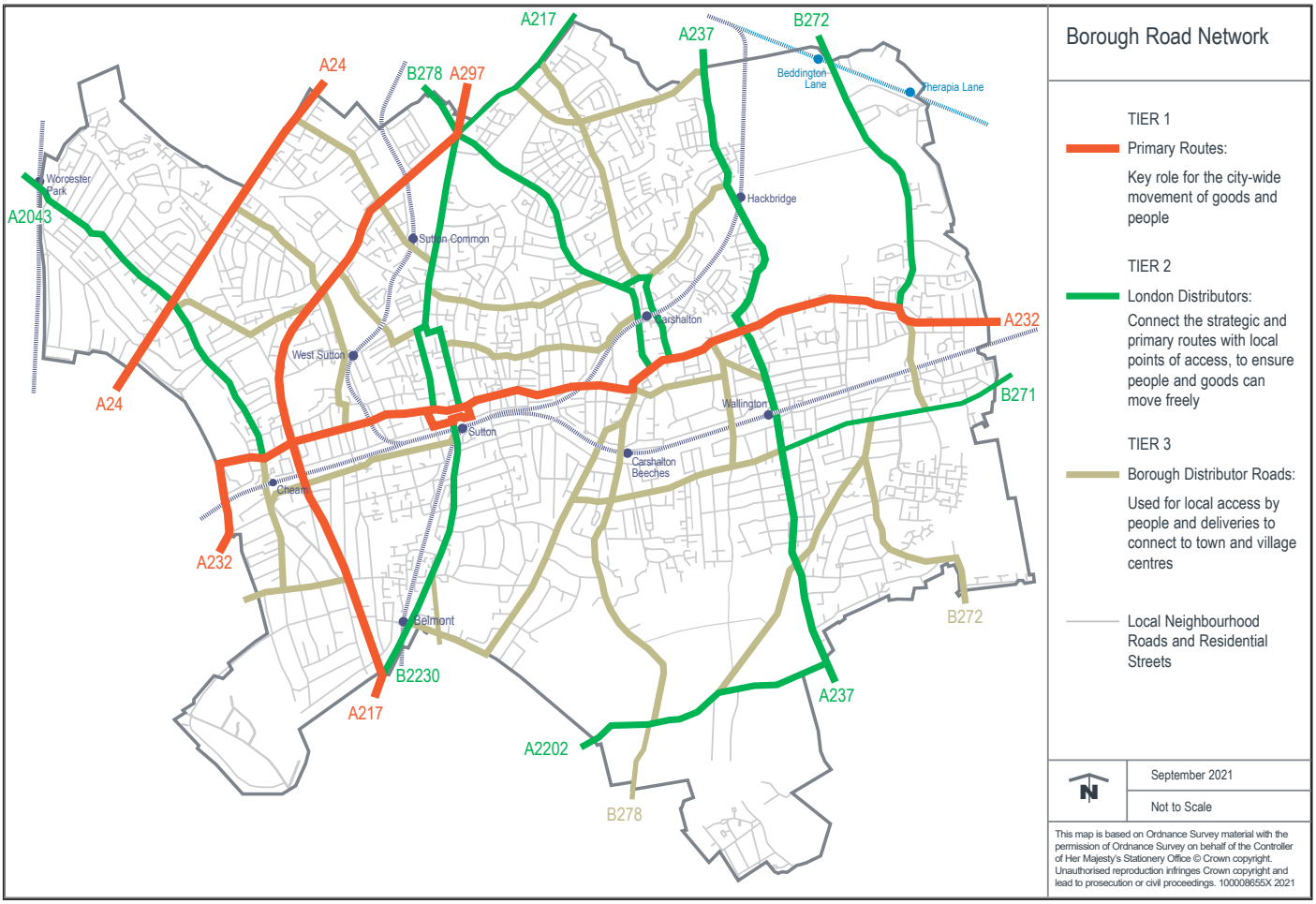
**3.2** A street's Street Type is defined by two key functions:

- Place - this is a measure of how far people are travelling from to access the street. A street with a low Place function would serve a very local area with a small catchment, whereas a higher score would suggest it attracts visitors from across the borough or even from neighbouring boroughs, such as Sutton High Street. Destinations such as the hospitals, London Cancer Hub and key industrial sites with city-wide or national significance would score even higher;
- Movement - although this is often thought to be dictated by the volume of general traffic the street carries, it also includes pedestrian, cycle and freight and servicing movement, as well as the availability of alternative routes. The Movement function measures the street's importance for movement of goods and people. A low score would indicate that it is used for local access and deliveries, whereas a higher score would indicate a strategic or primary route.

**3.3** The street typology in the London Borough of Sutton is set out in Figure 1 below. It represents the broad roles that streets and roads play in the borough.

5 Healthy Streets Explained, Transport for London

## Figure 1: London Borough of Sutton Street Typology




Source: Transport for London


**3.4** Street Types are especially useful when used in conjunction with a Road User Hierarchy, because they can help resolve conflicts between different modes of travel, and help identify what if any transport interventions are necessary to encourage the road user. For example:

- Sutton High Street is largely a pedestrian precinct, and therefore pedestrians should normally be considered first, and then other vulnerable groups, both in terms of using the High Street and access to the High Street. However, the gyratory and key connecting routes perform a more strategic role, and this results in severance between the high street and surrounding neighbourhoods which is a major disincentive to walking or cycling to the town centre.
- Roads such as Brighton Road, Malden Road in Cheam, Rose Hill, Wrythe Lane in Carshalton and Manor Road in Wallington connect strategic routes with local points of access to ensure people and goods can move freely. However they are also a draw for pedestrians, cyclists and public transport users for shopping, education and health facilities.


- The TfL network in the borough is largely listed as primary routes which play a key role for London-wide movement of goods and people. However, they also provide a local role by reflecting their primary function for strategic freight and traffic movement. Therefore, motor traffic will normally have precedent but other road users should have their requirements met where possible.

**3.5** As can be seen, the most challenging streets and roads to get the balance right are where conflicting demands for movement and place are high, such as where a primary route 'meets' a town centre and it becomes a high street. The key high streets are Central Road in Worcester Park, crossroads in North Cheam, part of the crossroads in Cheam, Rosehill Roundabout, the southern gyratory in Sutton, High Street in Carshalton and part of Woodcote Road in Wallington. These streets, some of which are also within designated conservation areas, also need to provide a safe, inclusive and high quality pedestrian environment, bus priority and accessibility of local services, shops and access for freight as well as dealing with a certain amount of through motor traffic.

**3.6** Street Type classification does not describe the form or quality of the street but illustrates consensus on its current Movement and Place functions. The types of interventions that deliver Healthy Streets improvements will vary by the form of the street as well as by Street Type. For example, making a local street 'easy to cross' may involve reducing the speed and volume of vehicles travelling on that street, improving sightlines, better lighting or improving junctions, while on a more significant road it may mean increasing the crossing time of a traffic-light controlled pedestrian crossing.

## Road User Hierarchy


**3.7** In setting out priorities for sustainable transport in a given area, it is normal to establish a hierarchy of road users to resolve conflicts or competing demands between local use and street types, or different types of transport, especially where these overlap. For Sutton, a road user hierarchy has been a part of each Sustainable Transport Strategy, and has been updated to reflect the Healthy Streets guidance and local/Mayor of London's priorities. The hierarchy is set out below.

### Figure 2: Hierarchy of Sutton Road Users

| Consider First | |
|---|---|
| Vulnerable Road Users |  Pedestrians, including children, older people, and people with sensory or mobility Impairments |

| | |
|---|---|
| Vulnerable Road Users |  Cyclists |
| |  Public Transport users |
| |  Community transport vehicles; Blue Badge vehicles; Car club vehicles; and Taxis |
| |  Local Business Collection and Deliveries |
| |  Powered 2 Wheelers |
| Consider Last |  Motor Traffic |

### Streetspace for London - Learning from an unexpected situation

**3.8** The Covid-19 pandemic and lockdown in early 2020 saw huge changes to all forms of travel in Sutton borough. Trips on bus services were reduced by up to 85%, rail and car travel fell significantly, and some services and trials were ended altogether due to the lack of patronage and difficulties in protecting drivers and passengers of small buses

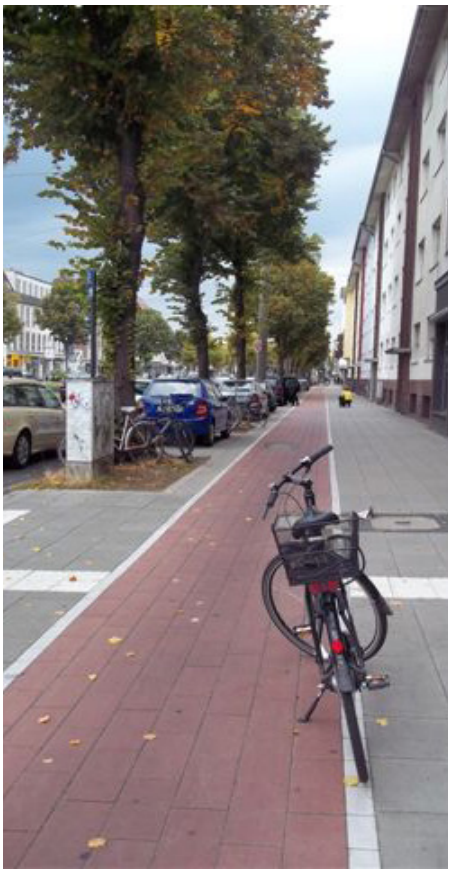

**3.9** As London began to emerge from the lockdown, TfL and boroughs began working together to create more space for people to safely walk or cycle, providing relief from pressure on our roads and public transport networks and allowing people who have no choice but to use public transport to do so as safely as possible. These measures were aimed at making it easier and safer for people to keep up social distancing, and to avoid a sharp increase in car use which was a potential impact of reduced public transport capacity. Even if only a fraction of journeys previously made by bus or rail switched to cars, there remains a significant risk of gridlock with essential deliveries and emergency services becoming trapped.

**3.10** Temporary cycle lanes and wider pavements were among the temporary changes made as part of Streetspace for London, and many of these temporary measures along with School Streets schemes match the road hierarchy/ street typology and/or tie in with our ambitions for improving sustainable travel in the borough, reducing carbon emissions and helping people avoid travelling by private transport. They also employ the Safe Systems Approach set out in the LIP, embedding the methodology set out in 'Vision Zero' to set safe speeds and design safe streets.

**3.11** We have learned from the temporary measures introduced under the Streetspace programme in 2020, particularly those which link to potential schemes and measures already identified later in this Strategy or within the Sutton LIP and Local Plan. The impetus for the experimental Traffic Management Orders in August and September 2020, which Sutton and many other boroughs made, had been encouragement and funding provided by the Mayor through TfL. There was pressure associated with the offer as it was clear that the funding would cease to be available if the orders had not been made by the end of September 2020.

**3.12** While this gave the council the opportunity to address historical concerns based on data and feedback from residents and schools regarding safety concerns, high traffic volumes, high speeds and residential roads being used as unnecessary cut-throughs, the guidance on such schemes required that boroughs implemented their programmes of works whilst simultaneously consulting with residents rather than consulting fully prior to implementation. In taking up the offer, Sutton, like many other boroughs, relied on the Mayor's guidance and believed that the TfL timetable had been well thought out. However by applying Experimental Traffic Management Orders this did not allow early informal engagement with residents and stakeholders.

**3.13** Because of these issues, in June 2021 we adopted a new approach to consultation on engagement and neighbourhood schemes, with a particular focus on a full and meaningful dialogue with local residents and stakeholders. With less stringent timescale restrictions, proposals for future LIP schemes and major interventions will ensure residents, businesses and other key local interested parties are involved from the outset through to the implementation of proposals to improve their local area.




# 4. Sutton's Transport Context

## Sutton's Sustainable Transport Challenges

- Historic and future low levels of public transport provision (bus and rail): According to a briefing produced by the London Assembly Research Unit in 2019[6]. S**utton has received the lowest amount of transport investment per resident of any London Borough since the Mayor came to power in 2016.** Even excluding those Boroughs that have benefited from Crossrail, or those in Inner London, other boroughs such as Richmond upon Thames have received £1,911 investment in transport per resident while Sutton has received just £73.
- Sutton remains the only borough in London which does not benefit from underground and overground services and will not benefit from Crossrail or Crossrail 2.
- This has resulted in high levels of car use - 78% of households have access to at least one car or van (only two other boroughs have higher rates[7]) and approximately 55% of trips in the borough are by private car (only three other boroughs have higher rates[8]).
- High car ownership has also resulted in parking capacity issues and limited space for bus stops, cycle lanes and other more sustainable modes, or opportunities for streetscene improvements. Demand in Sutton as an outer London borough is strong for family homes and many children still live with parents beyond the age of 18, resulting in multi-car households.
- Geographically, being close to Surrey encourages a high level of commuter parking across the southern parts of the borough, where lower parking restrictions provide easy access for Surrey residents to trains into Central London and other destinations using cheaper Travelzone fares.
- Population and housing growth adding to levels of car ownership as well as congestion, pollution and safety concerns. Over the next 10 years from 2019 to 2029, the number of borough residents aged 0-15 is projected to decrease by 618 (-1.4%) from 44,826 to 44,208; residents aged 16-64 will increase by 5,443 (+4.1%) from 133,065 to 138,508; and residents aged 64+ will increase by 6,857 (+21.6%) from 31,770 to 38,627.[9]
- The development of the London Cancer Hub on the former Sutton Hospital site at Belmont, next to the Royal Marsden Hospital and Institute for Cancer Research, is a key development for the borough and will provide one of three national centres of excellence as well as up to 13,000 jobs, including 6000 in construction. The site is presently under-served by public transport, but the TfL's Sutton Bus Review 2021 aims to increase the levels of bus service.

6 Mapping the Mayor's Strategies

7 Car or van availability, Office for National Statistics - Table KS404EW

8 Travel in London reports, Transport for London

9 Authority Monitoring Report 2018-19, page 34

- Average household size is projected to decrease over the next 10 years from 2.39 persons per household in 2018 to 2.33 in 2027 (-2.5%) according to the GLA's 2016-based Central Trend household projections.[10]
- Cycle mode share is low, 1.1% of all journeys and among the lowest share in London.[11]
- The bulk of trips in the borough each day are less than three miles. Around 30% of the borough's working population work within the borough with the majority of the remaining 70% split across the surrounding boroughs, showing a strong orbital movement[12]. The longer term impact of Covid may see the number of local trips increasing as more people choose to work locally or from home.
- Topography, an ageing population, traffic and perceptions of safety all contribute to a lack of walking and cycling.
- Road transport in Sutton accounts for just over 25% of all carbon emissions in the borough. Of this, A roads (all of which are managed by TfL) account for 9.2% of emissions, despite being only 2.9% of the total borough road network length. The C class and local unclassified network accounts for 90% of the network but 15% of carbon emissions.[13]

## Public Transport Accessibility Level Data

**4.1** Much of the borough is relatively inaccessible by public transport, as shown by poor Public Transport Accessibility Levels (PTALs) of 1 or 2 in Figure 3. This is due to the lack of underground, Overground or extensive tram services, poor orbital rail links and large areas with low train and bus frequencies.

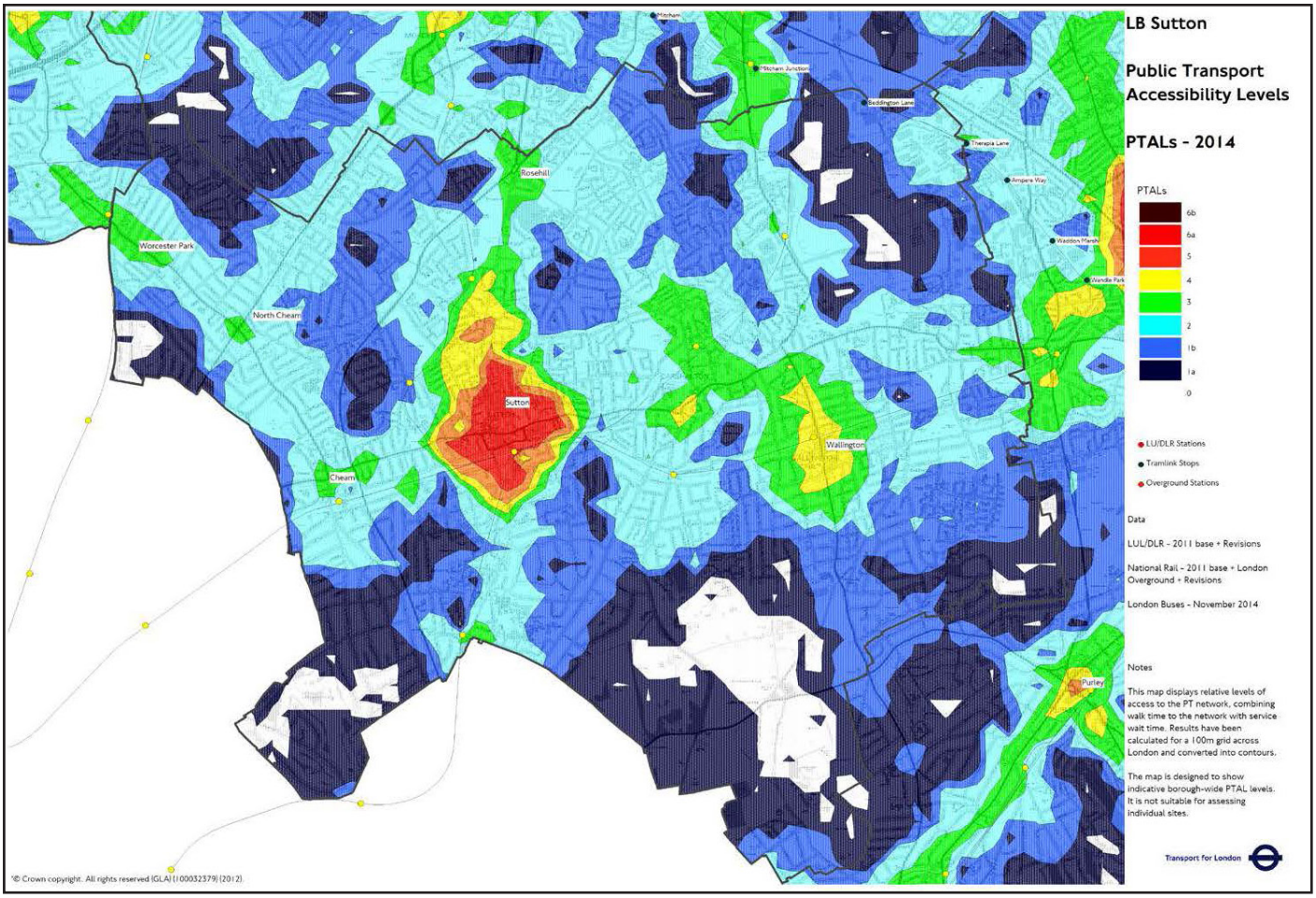
10 Authority Monitoring Report 2018-19, page 35

11 LIP3 MTS outcomes borough data pack - April 2020

12 Figure 13: Workplace of Sutton Residents (2011 Census), Transport Data Report

13 UK local authority and regional carbon dioxide emissions national statistics: 2005 to 2017

## Figure 3: Sutton Public Transport Accessibility Levels




Source: Transport for London

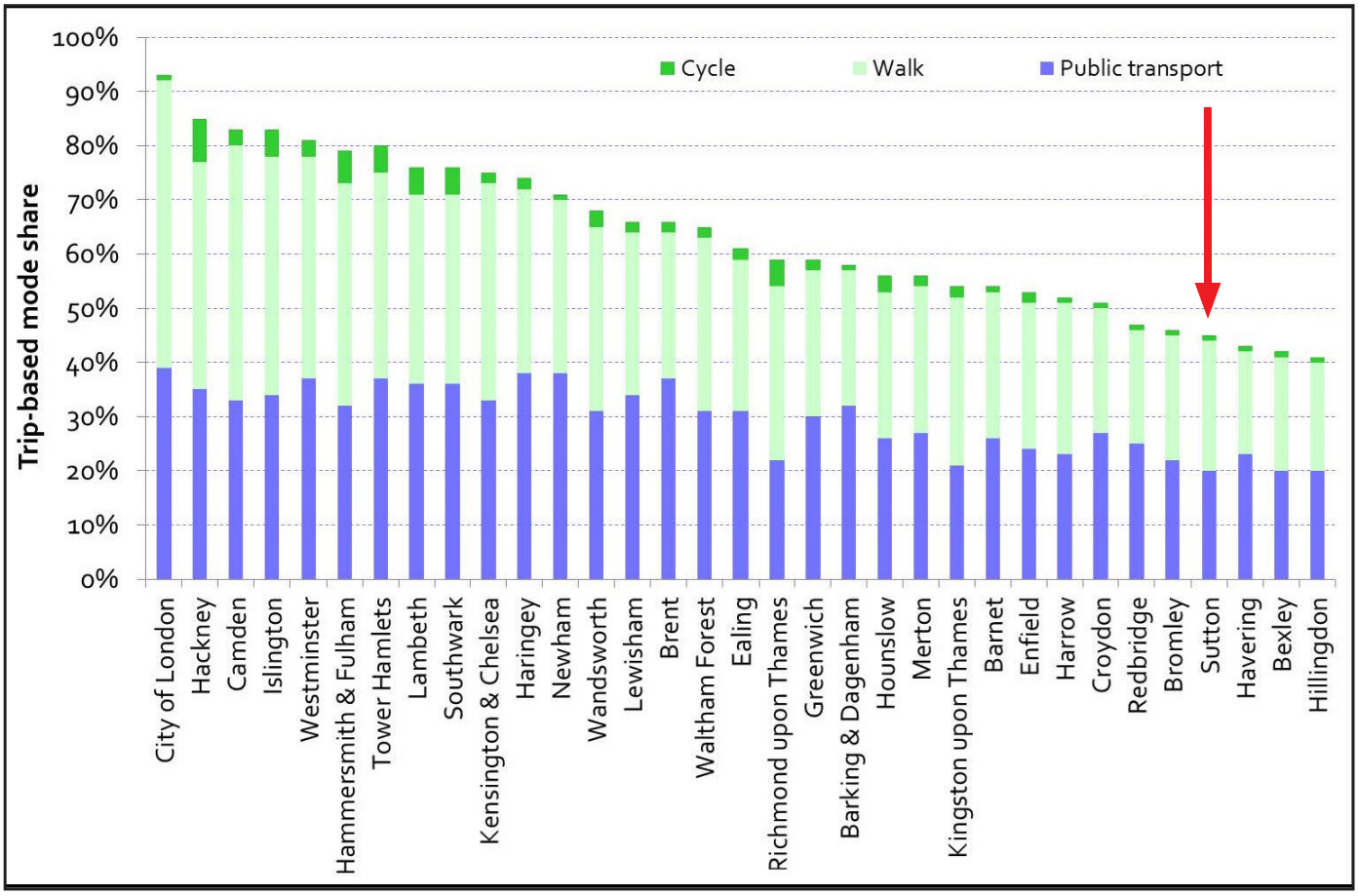

**4.2** PTALs measure the ease of access to various public transport modes based on the distance to a station or bus stop, the reliability of the service and how frequent the service is. However, the limitation of the PTAL measurement is that, for example, rating of 6b is generally reserved for locations within Central London which benefit from a high density of tube stations and bus stops nearby and does not assess how busy a particular route is and the capacity of public transport modes.

**4.3** The London Borough of Sutton has an average PTAL score of 2.9. Only four other boroughs have lower average PTAL, all of which are also located in outer London. **80% of the borough's population live in areas with PTAL 0-2.** This lack of public transport accessibility should encourage walking and cycling as modes of transport but, in reality, it leads to high car ownership and use.

### Walking, Cycling and Public Transport

**4.4** Outer London residents have lower overall active, efficient and sustainable mode shares than those in inner or central London. Residents of Sutton have the fourth lowest sustainable mode share (45%) of all London boroughs, as can be seen in Figure 4.

## Figure 4: Trip-based Sustainable Mode Share by Borough of Residence




Source: Travel in London Report 11

**4.5** Table 2 shows a more detailed picture of Sutton's position compared to other London boroughs.

**Table 2: Trip-based Mode Share for Sustainable Modes by Borough of Residents**

| Borough | Public Transport | Cycle | Walk | Total |
|---|---|---|---|---|
| City of London | 45.1% | 0.9% | 47.2% | 93.2% |
| Hackney | 35.5% | 8.5% | 42.8% | 86.8% |
| Camden | 33.1% | 2.9% | 48.7% | 84.7% |
| Westminster | 35% | 2.9% | 45.2% | 83.1% |
| Islington | 33.1% | 4.8% | 44.6% | 82.5% |
| Tower Hamlets | 35.2% | 4.9% | 39.6% | 79.7% |
| Kensington & Chelsea | 32.5% | 2.5% | 43.3% | 78.3% |
| Hammersmith & Fulham | 33.3% | 5.2% | 39.3% | 77.8% |
| Southwark | 35.6% | 5.3% | 36.7% | 77.6% |
| Lambeth | 34.9% | 5.7% | 36.1% | 76.7% |
| Haringey | 36.2% | 2.9% | 35.6% | 74.7% |
| Newham | 38.9% | 1.9% | 32.7% | 73.5% |
| Lewisham | 33.3% | 2.9% | 33.8% | 70% |
| Wandsworth | 31.2% | 3.5% | 34.9% | 69.6% |
| **Inner London** | **34.5%** | **4.1%** | **39.1%** | **77.7%** |
| Brent | 35.7% | 2.5% | 29.5% | 67.7% |
| Waltham Forest | 31.6% | 1.7% | 33.4% | 66.7% |
| Greenwich | 30.7% | 1.5% | 29.7% | 61.9% |
| Richmond upon Thames | 23.3% | 5% | 33.5% | 61.8% |
| Ealing | 31.4% | 1.4% | 28.3% | 61.1% |
| Hounslow | 26.3% | 3.1% | 29.8% | 59.2% |
| Barking & Dagenham | 28.8% | 0.8% | 28.4% | 58% |
| Merton | 28.3% | 1.3% | 27.7% | 57.3% |
| Kingston upon Thames | 22.3% | 2.7% | 32.1% | 57.1% |
| Barnet | 27.5% | 0.8% | 26.1% | 54.4% |
| Enfield | 23.5% | 1.2% | 28.9% | 53.6% |
| Harrow | 21.8% | 0.4% | 29.3% | 51.5% |
| Croydon | 26.3% | 0.6% | 24% | 50.9% |
| Redbridge | 26.8% | 0.8% | 21.8% | 49.4% |
| **Sutton** | **21.1%** | **1.1%** | **25.6%** | **47.8%** |
| Bromley | 21.1% | 0.9% | 23.6% | 45.6% |
| Havering | 21.7% | 1.3% | 20.5% | 43.5% |
| Bexley | 19.2% | 1% | 22.7% | 42.9% |
| Hillingdon | 19.6% | 0.3% | 22.9% | 42.8% |
| **Outer London** | **25.7%** | **1.4%** | **27%** | **54.1%** |

Note: Londoners' trips by borough of origin, trips per day and shares by main mode, average day (7-day week) 2014/15 to 2016/17.

Source: TfL, borough LIP performance indicators

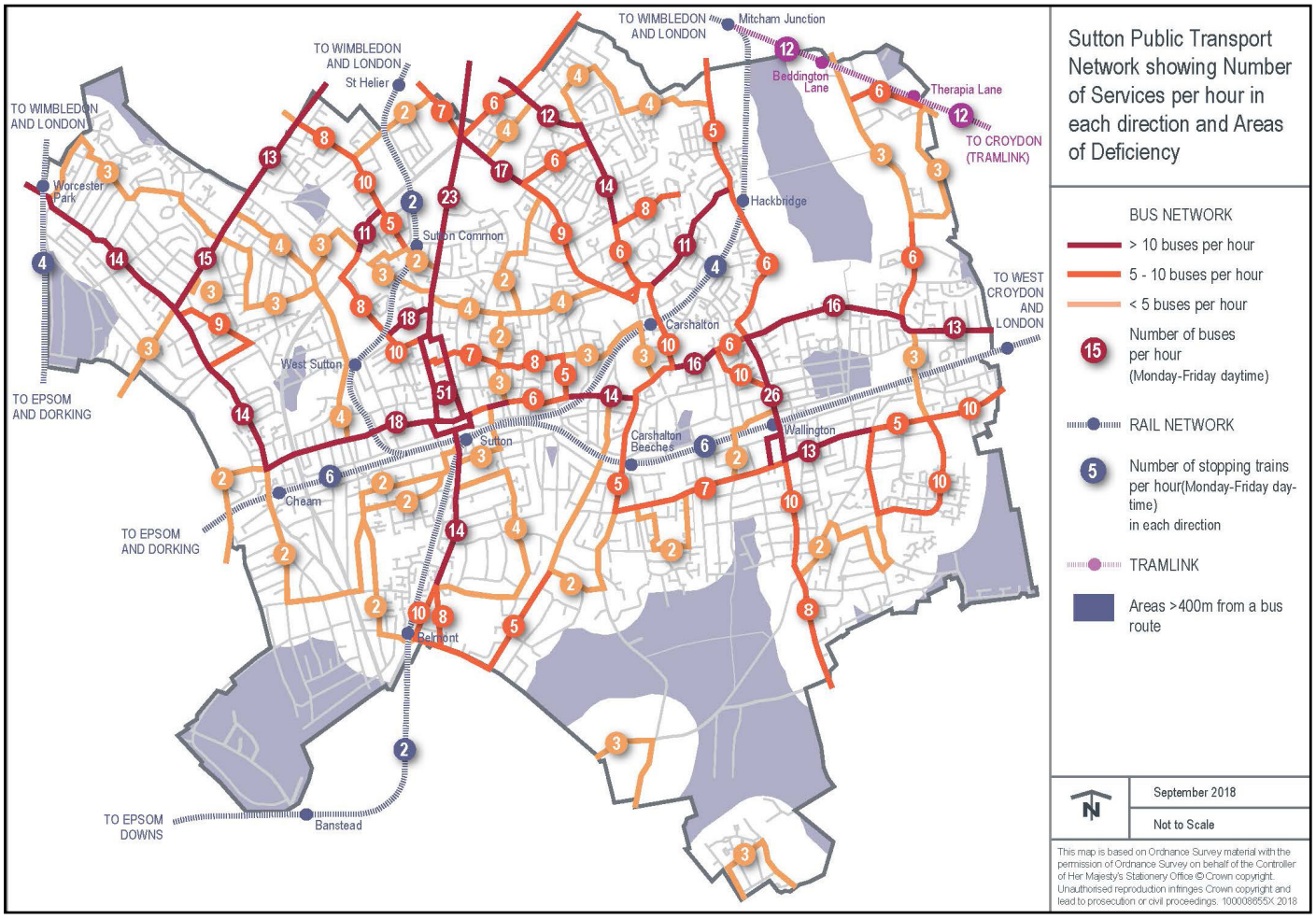
## Public Transport Infrastructure

**4.6** There are nine railway stations within the borough, plus Worcester Park railway station which lies just outside the borough boundary. However, there are two areas (from North Cheam to Stonecot and between St Helier and Wandle Valley) that are not close to a station, making it difficult for people living and working in these areas to use the train network.

**4.7** The borough is not served directly by the London Underground or Overground network; the nearest tube station is the Northern Line terminus at Morden. There are two tram stops in the north-eastern corner of the borough on the line between Croydon and Wimbledon.

**4.8** The borough is served by a reasonably comprehensive network of bus services and a number of Council-initiated 'hail-and-ride' services have helped to improve accessibility to, from and within some of the poorly connected residential areas. There are 20 day routes serving Sutton – 11 of these are high frequency (operating every 12 minutes or more often during the day Monday to Saturday). There are also three school day only services (612, 627 & 633) and two night services (N44 & N213) and one weekend only night service (N154). Figure 5 shows the public transport network and the areas of deficiency.

### Figure 5: Trip-based Sustainable Mode Share by Borough of Residence




Source: Strategic Planning, London Borough of Sutton

**4.9** The majority of bus services in Sutton are provided by Transport for London (TfL); these being mostly contained within the Greater London boundary with some extending into Surrey.

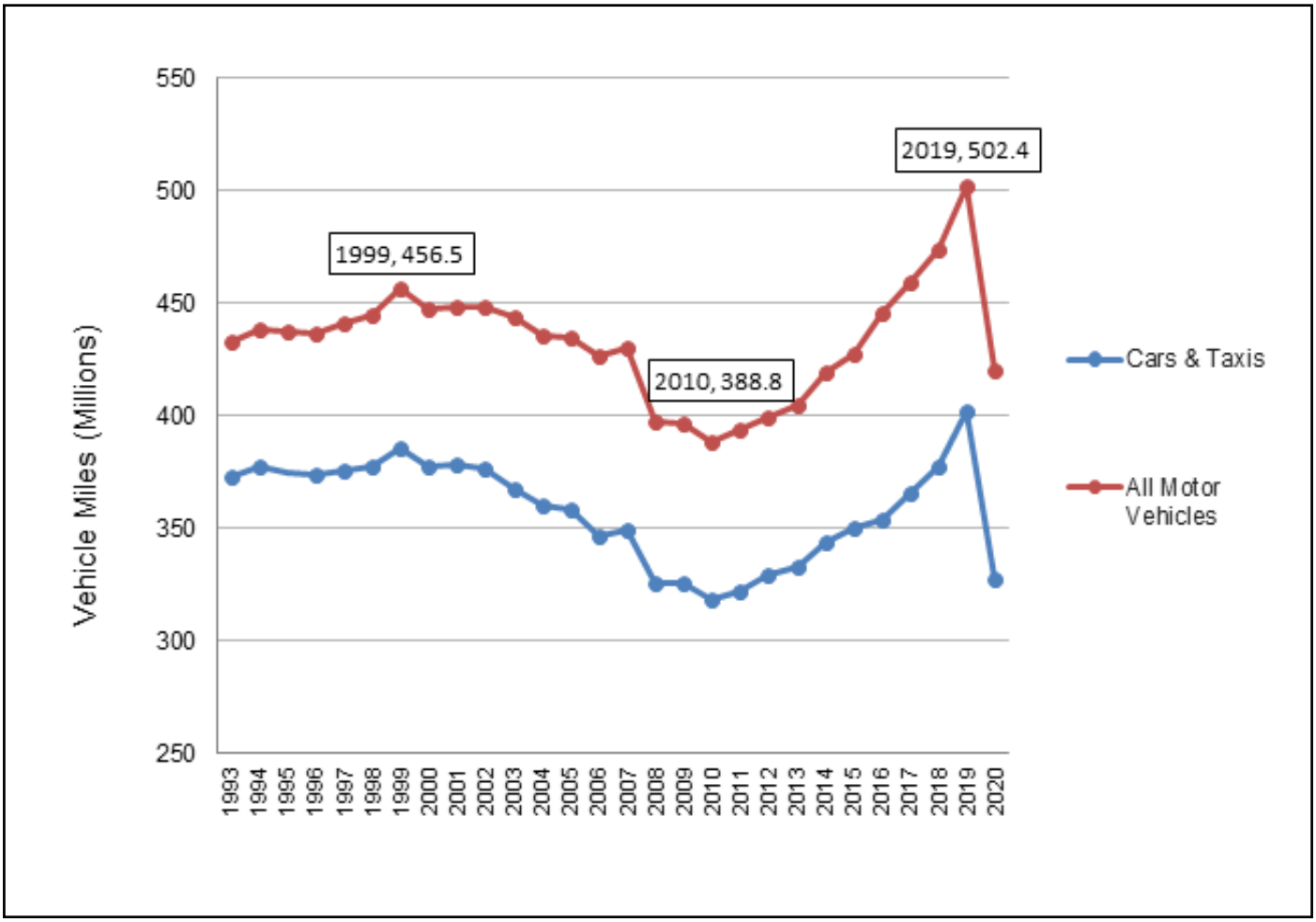
**4.10** Although 95% of the urban area of the borough is within 400m of a bus service, many areas are only served by one low frequency service. Only 10.8% of Sutton residents use the bus as the main travel mode. This is lower than the outer London average of 13.1%.

### Motor Vehicle Use

**4.11** As stated above private motor vehicle use is high and on comparative measures with other London boroughs, having reduced from a peak in 1999. This could be attributed to the first Mayor of London's policy on buses and public transport, which is a favourable reason, and the economic shock of 2008-9, which was less favourable. Vehicle use rose again slightly throughout the 2010s and has continued to do so up until early 2020.

**4.12** Sutton's MTS targets for reducing vehicle travel for all motor vehicles (see Appendix B, Outcome 3) are 614 million vehicle km (381 million miles) by 2021, and to 553-583 million vehicle km (343-362 million miles) by 2041. The rising trend indicates that these targets can only be met with the measures in this strategy being backed up by funding and development.

**Figure 6: Annual Traffic by Vehicle Type in the London Borough of Sutton**




Source: DfT (https://roadtraffic.dft.gov.uk/local-authorities/177)

**4.13** Other key objectives of both the Mayor's Transport Strategy, the Sutton Local Plan and the Local Implementation Plan (LIP3) are to reduce congestion levels in the Borough, increase the share of sustainable modes of transport, improve the safety of the transport network, improve air quality and reduce CO2 emissions. Central to the achievement of these aims is the need to protect and enhance facilities for sustainable modes of transport, such as walking, cycling, buses, and trains. To help achieve these aims it is vital that development does not adversely impact on, and where possible, enhances the safety, efficiency and sustainability of the transport network.

**4.14** Developments should actively promote sustainable modes of transport, including safeguarding land for sustainable transport infrastructure. Any adverse effects of development on the transport network should be avoided or mitigated and, where adverse effects of development are not mitigated, developments may be refused planning permission.

# 5. Walking

### Mayor's Transport Strategy Target for Sutton: Sustainable Transport Mode Share

| Percentage mode share for public transport, walking and cycling by Sutton resident, based on average daily trips | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 43 | 46 | 45 | **48** | **63** |

### Mayor's Transport Strategy Outcome 1 for Sutton: Active Travel

| Percentage of Sutton residents doing at least two x10 minutes of active travel a day (or a single block of 20 minutes or more) | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 28 | 28 | 25 | **36** | **70** |

### Mayor's Transport Strategy Outcome 2 for Sutton: Safety

| Vision Zero - Deaths and serious injuries from all road collisions to be eliminated | | | | | | | |
|---|---|---|---|---|---|---|---|
| Sutton observed (revised data) | | | | | Sutton target / trajectory | | |
| 2005-09 baseline | 2010-14 baseline | 2015 | 2016 | 2017 | **2022** | **2030** | **2041** |
| 124 | 74 | 42 | 47 | 61 | **43** | **22** | **0** |

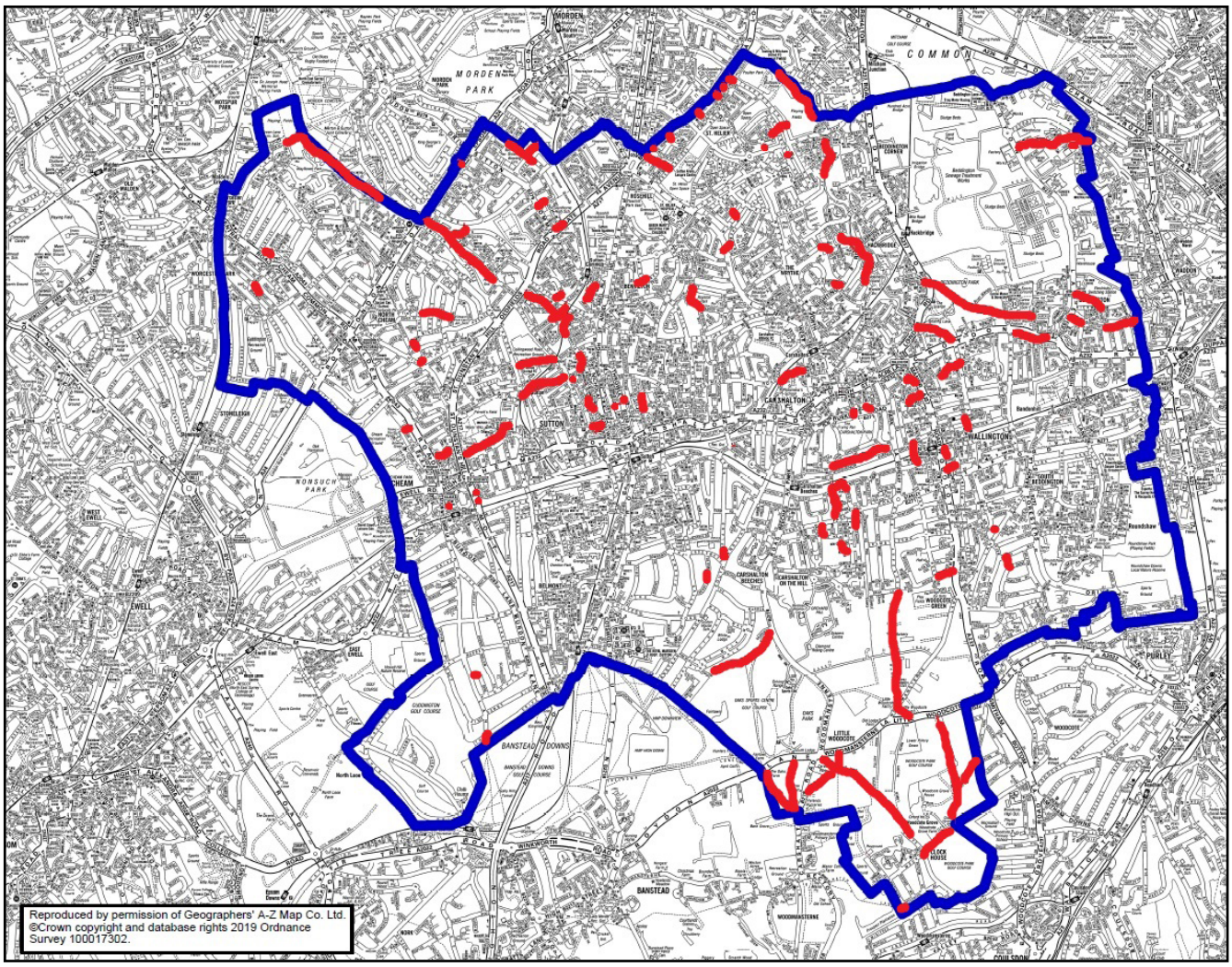
### Opportunities to Encourage Walking

**5.1** Most journeys start and end with walking and, in Sutton, it is the largest sustainable mode used. With pressure on the local road network from existing traffic and future growth levels, a rising population and with the majority of trips in Sutton less than three miles, an increase in walking is the simplest way to ensure the other transport networks continue to function efficiently. The Council has adopted the Healthy Streets approach to pedestrian and cycle design, and as part of this we will look to introduce incremental changes as part of area wide schemes, which will seek to provide pedestrian benefits at crossing points and introduce new crossing points where they are needed.

**5.2** The borough's town and local centres can also benefit from increased levels of walking. TfL studies in 2013 and 2014[14] found that people who walk to the high street make on average twice as many trips as those who drive, stay longer and spend up to 40% more. Therefore, there is an economic reason to encourage walking and many of the walking routes to the borough's town and local centres require relatively little improvement, such as improved wayfinding[15] and improved crossing points over the road network, to encourage an increase in walking levels.

**5.3** The borough already has an extensive network of public rights of way, both within the built up areas of the borough and in the more rural green belt in the south of the borough where there are a number of pleasant countryside walks. Figure 7 displays the public rights of way within the London Borough of Sutton. A 'Green Chain' of Green Belt and Metropolitan Open Land links Wallington, Beddington and Hackbridge to Rosehill and Sutton Common, which is an ideal opportunity for safe walking and cycling. These could be enhanced by better interconnections and wayfinding.

**Figure 7: Public Rights of Way**

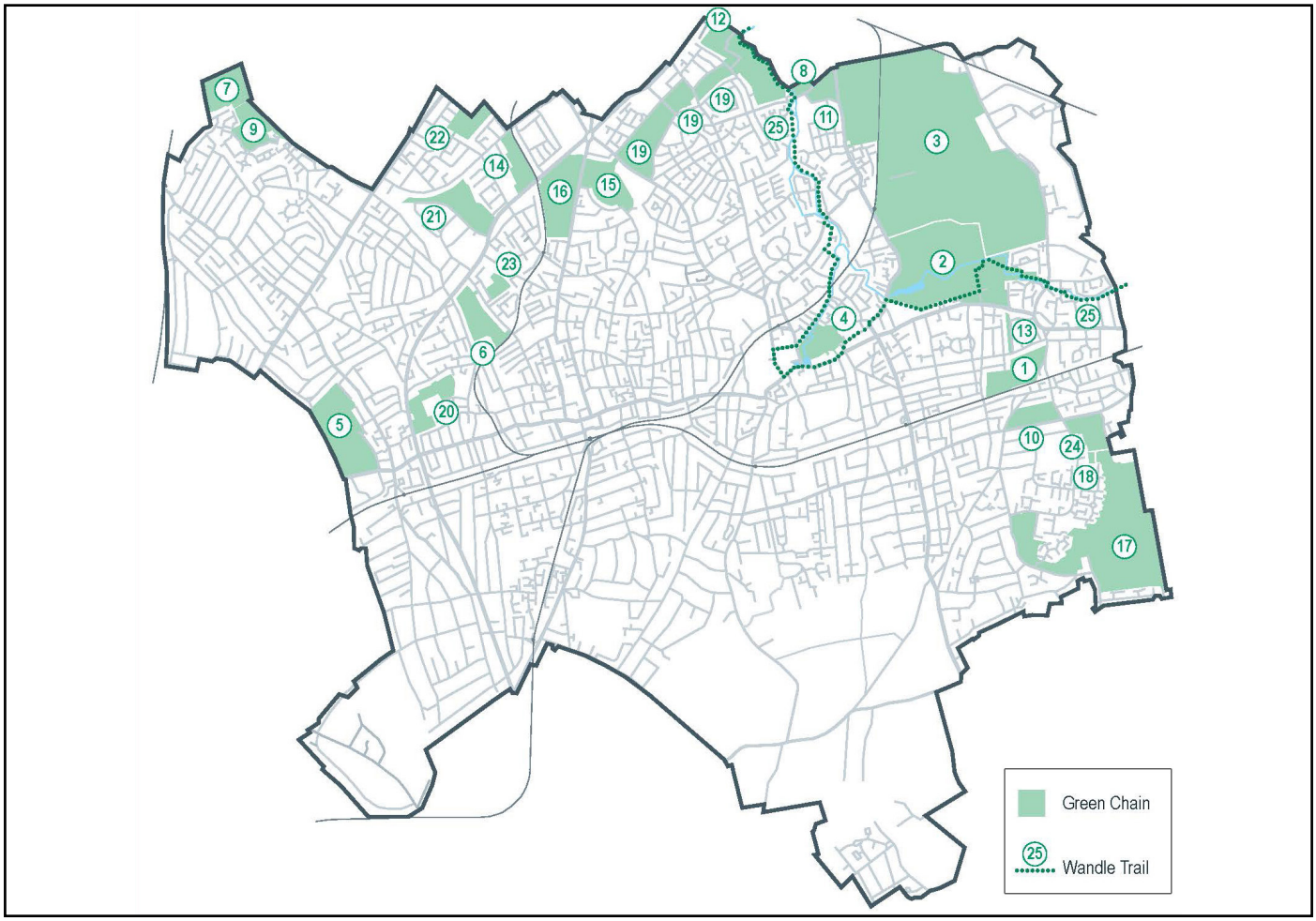



Source: Highways and Transport, London Borough of Sutton

[14] Walking & Cycling: The Economic Benefits

[15] Wayfinding

**Figure 8: Green Chains Map**




Source: Strategic Planning, London Borough of Sutton


**5.4** The Green Chains also form part of a number of longer distance strategic walking routes, including part of the London Outer Orbital Path (LOOP), the Sutton Countryside Walk, Pyl Brook path and the Wandle Trail. The latter is shown dotted green on Figure 8 above. In addition to the Green chain there are a number of large green open parks and spaces to the south of the borough such as Oaks Park, Grove Park and Carshalton Park, which provide a fundamental leisure role with scope for enhancement both in terms of cycling and access.

## Capacity and Potential for Walking

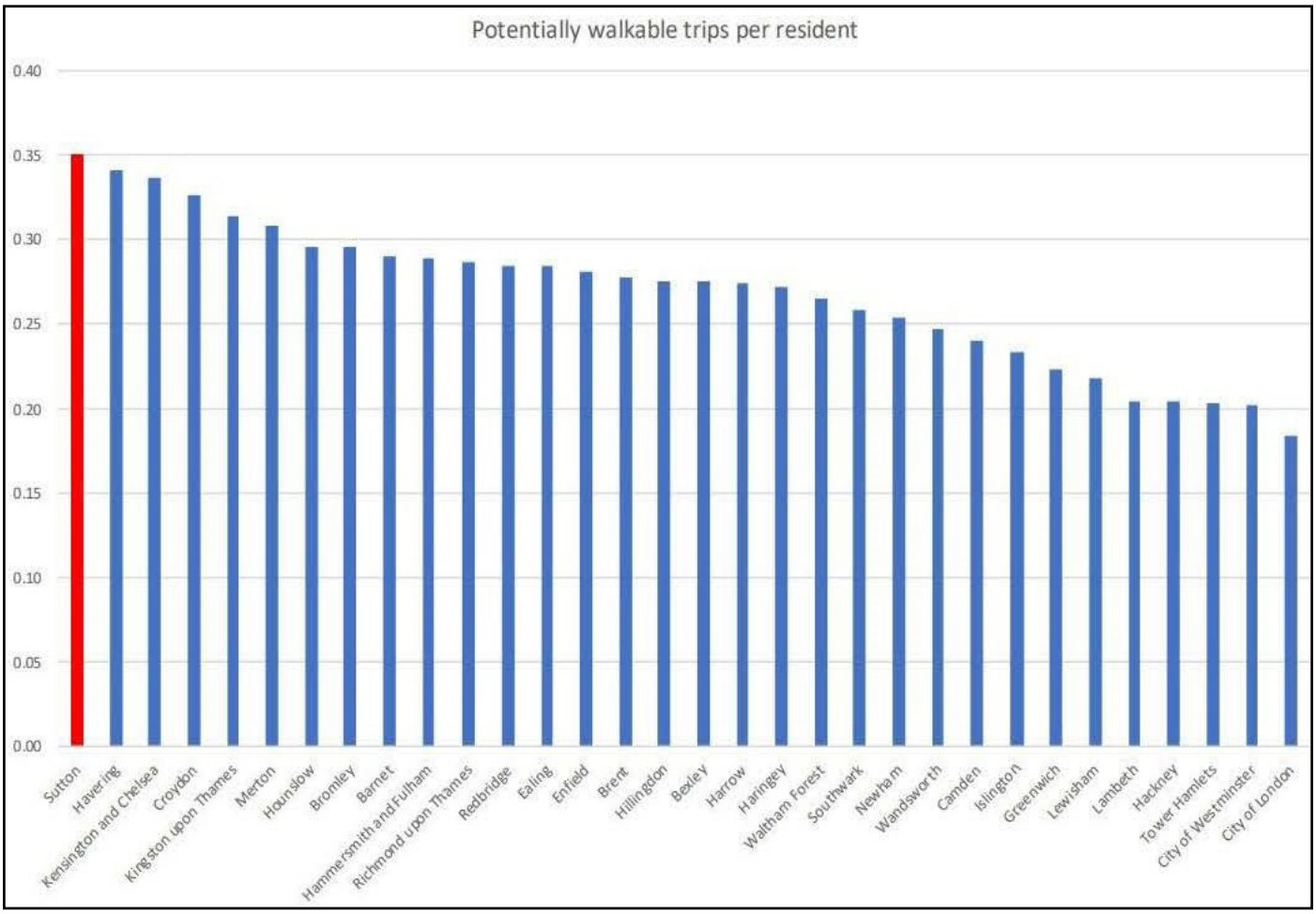
**5.5** Although a significant proportion of trips in Sutton are made on foot (26%), this is lower than the average proportion of trips in outer London (28%), according to the borough Local Implementation Plan (LIP) performance indicators for 2018.

**5.6** Data from the Analysis for Walking by TfL[16] shows that there are approximately 127,100 walking trips each day in the borough, but also a further 71,600 trips that could easily be walkable but are currently made by car. This is the highest ratio in London in terms of the number of residents, and relates to trips where:

- The person is not carrying heavy tools or work equipment;
- Distance less than 1.5km long for those under 12 or over 69, or under 2km for those aged 12-69
- Not currently made by van or dial-a-ride;
- Not part of a wider chain of trips.

**5.7** Essentially, more people in Sutton are choosing to use their car for journeys of less than 2km than anywhere else in London. Figure 9 shows the potential walking trips by borough residents while Figure 10 shows the walking potential in the borough according to TfL's City Planner Tool.

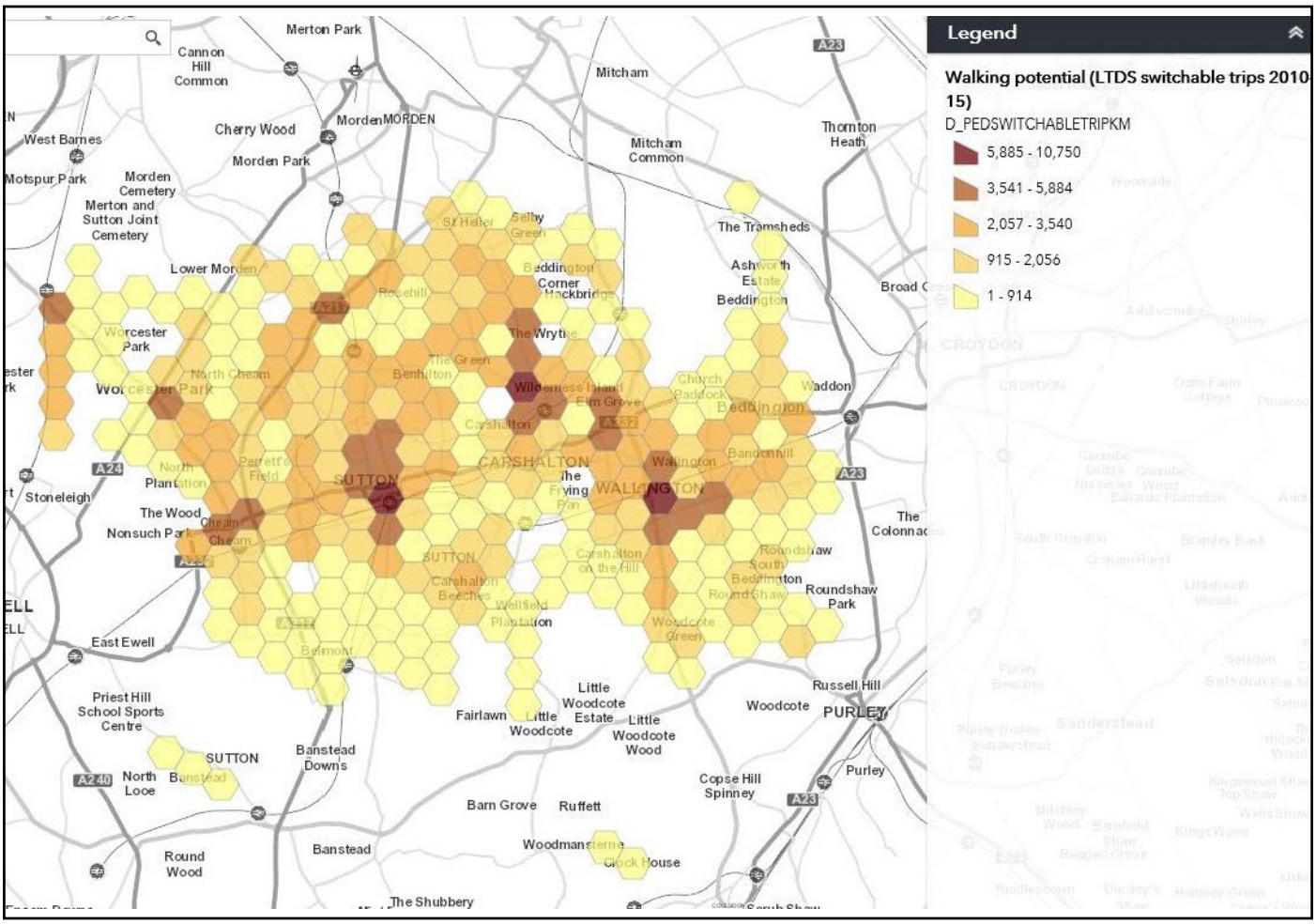
**Figure 9: Potential Walk Trips per Resident, by Borough of Residence**




Source: Analysis of Walking Potential 2016, TfL

16 Analysis of Walking Potential 2016

## Figure 10: Walking Potential in Sutton




Source: TfL City Planner Tool

**5.8** As one of four metropolitan town centres in south London, Sutton town centre is an important destination for shopping and leisure purposes, and in order to maintain the vitality and viability of the High Street it is important to exploit the significant potential for more walking trips, for example by promoting a night time economy. Currently, walkable trips to/from Sutton town centre are most likely to be made by car. However, there is high potential for walkable trips as shown in Table 3. Development of the Sutton Liveable Neighbourhood bid has allowed us to identify where significant opportunities exist to take forward, either through the LN process or future implementation plans.

### Table 3: Potential Walk Trips to/from Principal Town Centres

| Centre | Borough | Potentially Walkable Trips |
|---|---|---|
| International Centres | | |
| West End | Westminster | 7,300 |
| Knightsbridge | Kensington & Chelsea | 700 |
| Metropolitan Centres | | |
| Ealing | Ealing | 13,300 |
| Ilford | Redbridge | 13,000 |
| Croydon | Croydon | 12,600 |
| Romford | Havering | 10,100 |
| Harrow | Harrow | 9,800 |
| **Sutton** | **Sutton** | **9,500** |
| Hounslow | Hounslow | 8,500 |
| Stratford | Newham | 7,700 |
| Kingston | Kingston upon Thames | 7,300 |
| Bromley | Bromley | 6,700 |
| Wood Green | Harringey | 6,600 |
| Shepherds Bush | Hammersmith & Fulham | 5,100 |
| Uxbridge | Hillingdon | 2,200 |

Source: Analysis of Walking Potential 2016, TfL

### Walking for leisure, health and well-being

**5.9** As with many other areas of the United Kingdom, Sutton is facing public health challenges. Lack of physical activity is currently one of the biggest threats to health. Walking is a particularly important activity as it is the one that most people are likely to do consistently. Being physically active can help prevent a wide range of illnesses including heart disease, stroke, depression, Type 2 diabetes and some cancers.

**5.10** 8% of Sutton's 4-5 year olds and 20% of 10-11 years olds are classified as overweight or obese[17]. Active travel is likely to be the easiest and main way that many people can incorporate physical activity into their daily routine, especially children, and encouraging walking to school and safe play will be a key consideration. This also enables older people to remain healthy and active into later life.

17 Public Health Profiles - Obesity (Sutton)

**5.11** 27.2% of Sutton's adult population do not undertake sport or physical activity, which is higher than the London or national average[18], although the mortality rate for under-75s in Sutton from cardiovascular diseases considered preventable is lower than the London and National average[19]. 60.1% of adults over the age of 18 in Sutton are classified as overweight or obese, compared to 55.9% of London as a whole. The Covid pandemic in 2020 and lockdown measures will have changed the ability of people of all ages to get exercise, whether it be adults going to work or children going to school, and so we expect these figures to vary as more data becomes available.

**5.12** Causes of obesity are complex and so need a whole system approach. The Public Health team in Sutton is developing projects, as part of their own corporate objective, to increase levels of physical activity amongst school children and to promote active travel. They are working with local Clinical Commissioning Groups and schools to tackle obesity in schools. Alongside this, link workers are engaged in 'social prescribing', a priority in the NHS Long Term Plan, which is an opportunity to signpost adults who are referred by their GP to clubs etc. to increase physical activity. This could include walking groups. The NHS Health Check programme, commissioned by Public Health also offers the chance to refer adults, eligible for a Health Check, to these schemes.

### Barriers to Walking in Sutton

**5.13** The TfL Attitudes to Walking Survey 2015 (Future Thinking)[20] identified the most common barriers to walking more as perceived lack of time, the weather and distance. Barriers to taking up walking for travelling to and from work, school or college and taking children to school were that it is seen as too far or would take too long, and for grocery shopping it is the weight of shopping that puts people off.

18 Public Health Profiles - Physical Inactivity (Sutton)

19 Authority Monitoring Report (2018-19)

20 Attitudes towards walking 2015, Transport for London


**5.14** In Sutton other concerns include:

- Topography - the hills in areas such as Sutton Town Centre, Benhill, Rosehill, Carshalton, Belmont and elsewhere are seen as a disincentive to walking and cycling.
- There are some measures such as the Sutton High buggy service, which transports older people and those with mobility restrictions up and down the High Street during the day and which has carried over 78,000 passengers each year since 2013. However, this is a single linear service and is a privately run venture.
- Lack of joined up routes, including severance caused by railway lines and fast moving roads, reducing route options - the A24, A217 and A232 are all seen as barriers along with the Sutton Town Centre gyratory.
- Maintenance of footpaths, pavements and accessible routes. There is the additional problem of autumn leaf-fall as Sutton has a large number of trees, which places additional pressure on the street cleaning contracts managed by the Council.
- Environmental considerations around the impact of transport, including traffic noise and air quality, and the attractiveness of the pedestrian routes into town and district centres.
- Anti-social behaviour/perceived crime, fear of crime, lighting of footpaths.
- Key junctions on borough and TfL-managed roads, where crossing facilities are not cycle or pedestrian-friendly or where priority is wrongly apportioned.

## Pedestrian Safety

**5.15** In 2017, there were 25 serious injuries involving pedestrians and a further 90 slight injuries. This is a broadly static trend dating back to 2005 and echoes the London-wide and national picture, though it still remains too high. A significant proportion of injuries occur on TfL roads.

**5.16** Sutton has committed to the Mayor's Vision Zero target to achieve zero pedestrian fatalities by 2021/22 and a reduction of 30% on the total number of casualties. Many of the concerns above relate to safety on and around the key road junctions in the borough, and safe speeds, safe street design, safe vehicles and safe behaviour are all highlighted as contributing factors. The additional demands on the network caused by increasing numbers of new homes, with associated construction traffic and vehicle/pedestrian movements will exacerbate this. Potential measures will need to be all encompassing to meet the needs of vulnerable road users and might include:


- Footway widening proposals and identifying key walking routes into district centres as part of the LIP3 programme, both to increase capacity and permit greater levels of social distancing
- Minor crossing improvements e.g. working with TfL on signal retiming to provide longer crossing times
- Junction safety improvements
- Traffic management measures including impact of HGV routes on walking opportunities
- Maintenance schedules to tackle impact of leaf fall on main thoroughfares
- Reviewing uncontrolled crossings and non-signal controlled crossings
- Increasing the number of grade separated facilities (including ramps and footbridges) where appropriate
- Examining the impact of introducing 20mph zones, to increase pedestrian (and cycle) safety and the perception of safer routes, while identifying and addressing existing speed-related issues on borough roads
- Reviewing HGV routes within borough and their impact on walking routes.

## Wayfinding


**5.17** There is a fair level of footpath signage in the borough, and Sutton Town Centre has a number of Legible London monoliths offering good signposting and wayfinding information for town centre users. A consistent approach to wayfinding is important for both residents and visitors, and together with careful design in town centres, also contributes to making Sutton a dementia-friendly borough. As part of this, visible and intuitive wayfinding at railway stations and key interchanges (including tram stops) will be vital for visitors, possibly showing destinations in terms of number of minutes walking time to make it easier to weigh up walking against public transport or other road traffic modes. We will also seek to rationalise signage wherever possible in order to reduce clutter and offer a simplified, easy to understand means of wayfinding for pedestrians and cyclists.

## Guidelines Walking

### General Objectives

The Council will promote walking as an option by:

**G5a)** Improving the existing network, especially to town and local centres, schools and stations;

**G5b)** Work with health providers so residents use walking as part of their health and well-being, including remaining active into later life; and

**G5c)** Undertake street audits and utilise local resident knowledge to identify where the walking network can be expanded and improved, including key pedestrian routes into district and local centres, and learning from the Streetscape measures trialled during the Covid-19 pandemic.

### Specific Objectives

**G5d)** The Council will ensure that all new development has pedestrian permeability and legibility, with walking access and egress taking priority over other modes;

**G5e)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the place-based projects in the Sutton Public Realm Design Guide Supplementary Planning Document[21] (adopted January 2020);

**G5f)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the Liveable Neighbourhoods schemes;

**G5g)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to investigate the feasibility of an off-road walking connection from Beddington Village to Carshalton Village;

**G5h)** The Council will investigate making key junctions, which have historically had a number of accidents, more pedestrian friendly, for example, Stanley Park Road-Shotfield; Carshalton High Street-Rotherfield Road; and, Green Wrythe Lane-Culvers Avenue;

**G5i)** The Council will implement the current schemes set out in the Local Implementation Plan Table STO1[22] and any future Local Implementation Schemes nominated by Local Committees;

**G5j)** The Council and Transport for London will install appropriate signs and fingerposts to aid wayfinding as part of works to improve corridors;

**G5k)** The Council will work with the South East Rivers Trust and the Wandle Valley Regional Park to make improvements to the Wandle Trail; and

**G5l)** The Council will work with landowners, developers, infrastructure providers and funding agencies to enhance the network of Green Chains, as set out in the Local Plan.

[21] Sutton Town Centre Public Realm Design Guide

[22] LBS LIP3 April 2019

# 6. Cycling

## Mayor's Transport Strategy Target for Sutton: Public Transport Mode Share

| Percentage mode share for public transport, walking and cycling by Sutton resident, based on average daily trips | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 43 | 46 | 45 | **48** | **63** |

## Mayor's Transport Strategy Outcome 1 for Sutton: Active Travel

| Percentage of Sutton residents doing at least two x10 minutes of active travel a day (or a single block of 20 minutes or more) | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 28 | 28 | 25 | **36** | **70** |

## Mayor's Transport Strategy Outcome 2 for Sutton: Safety

| Vision Zero - Deaths and serious injuries from all road collisions to be eliminated | | | | | | | |
|---|---|---|---|---|---|---|---|
| Sutton observed (revised data) | | | | | Sutton target / trajectory | | |
| 2005-09 baseline | 2010-14 baseline | 2015 | 2016 | 2017 | **2022** | **2030** | **2041** |
| 124 | 74 | 42 | 47 | 61 | **43** | **22** | **0** |


### Opportunities to Encourage Cycling

**6.1** There are many different ways in which increased cycling can be facilitated and many reasons why increased cycling is important. The borough has important work to undertake as part of the Cycleways project, which are key routes that link communities, businesses and destinations across London.

**6.2** The very nature of travel patterns in the borough makes cycling an ideal transport mode as most trips in the borough are less than three miles and yet 50% are presently made by car. The regeneration of Sutton Town Centre and other key housing and industrial developments are also an opportunity to build in cycling options.

**6.3** The borough has a number of signed cycle routes as a base, much of which forms part of the wider London Cycle Network connecting Sutton with neighbouring boroughs. The Wandle Cycle Route also forms part of the National Cycle Network, managed by Sustrans, who are also developing a number of 'Greenways' routes within and beyond the borough connecting parks and open land across the capital.


**6.4** The Council is working to create safer environments for everyone in residential areas and has introduced a number of area-based interventions within neighbourhoods. These interventions, such as traffic calming and 20mph zones, deliver packages of measures to reduce traffic volumes and speeds through residential areas to create environments suitable for cycling. Examples of this can be seen in Table STO1 of the Local Implementation Scheme[23]. At present just 20% of borough roads are 20mph.

**6.5** The Council is also working to create safer environments for everyone on the main road corridors, and will need to work with TfL where those routes join their roads. In recent years the Council has incorporated measures for all users in our corridor safety schemes and TfL have advised that there will be further funding available to boroughs as part of the Cycleways Network Development programme.

**6.6** The Council is reviewing the existing one-way streets in the borough and in recent years has introduced contra-flow cycling where it is safe to do so. A new Brompton Dock hire scheme has also been implemented at Sutton Station.

**6.7** As noted in the walking chapter above, the Public Health Team in Sutton are engaging link workers for social prescribing of cycling and walking opportunities to improve health and well-being.

### Recent and Pipeline Developments

**6.8** Recent and pipeline cycle scheme developments include:

- A Cycleway route between Colliers Wood to Sutton is in development, with phase 1 covering the St Helier area completed and phase 2 to link the St Helier section to Sutton Town Centre to be consulted on.
- A Cycleway route between Worcester Park to Croydon is being developed with TfL and expected to be consulted on soon
- Worcester Park to Sutton alongside The Hamptons and Pyl Brook - completed
- Green Wrythe Lane route from borough boundary to Wrythe Green is complete
- North Cheam to Sutton route via Pyl Brook - completed
- A Wallington North / South route - ongoing.

[23] LBS LIP3 April 2019

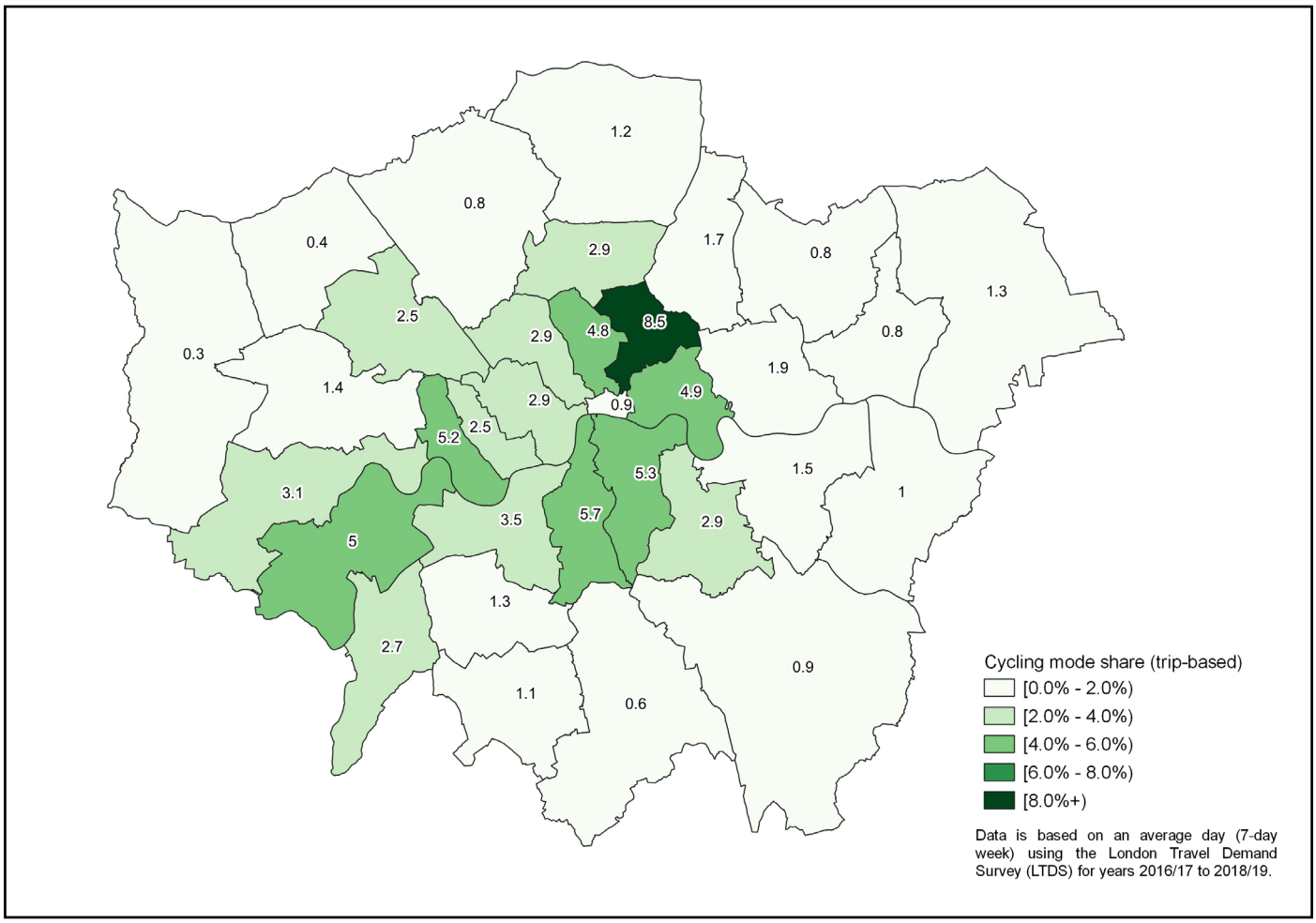
**6.9** The Council has also secured £1.86m of TfL funding towards the £3.56m Beddington North TfL Major Scheme project is being developed in partnership with TfL and in consultation with the local community and Business Improvement District to deliver substantial new cycle infrastructure and improvements to Beddington Lane and Hilliers Lane, including segregated facilities through industrial areas, making it a safer environment for pedestrians and cyclists and providing more travel choices for local businesses and residents. Phase 1 works commenced in March 2018.

**6.10** The Council will continue to install secure cycle shelters and bike hangars in social housing estates, and work with private housing developments to provide secure cycle parking retrospectively. The Council will also continue to install cycle stands around the borough outside shops and other locations where there is public demand, and work with the rail companies to install cycle parking at stations. Bike hangers take up the equivalent of a single car parking space but hold a number of cycles, and are ideal in roads with terraced houses with no storage opportunities in front gardens. To date, two have been installed on-street and a further seven within housing estates.

### Cycle Mode Share

**6.11** Sutton has relatively low levels of cycling at present with only 1.1% of all journeys made by bicycle, just below the outer London average of 1.7% and less than half the Greater London Area (3%). The highest percentage of people commuting by bicycle is in Wandle Valley ward (3%). Only two other wards are close to this figure: Carshalton Central (2.9%) and Worcester Park (2.7%). Figure 11 shows cycle mode share by borough.

## Figure 11: Cycle Mode Share by London Borough




Source: TfL, February 2020


**6.12** The existing number of cycling trips made each year in Sutton is 7,700, out of a total in outer London of 208,200 trips. However, there is a potential for 234,900 daily cyclable trips, which would mean that 3% of all borough journeys would be by cycle. This figure is higher than boroughs of similar size and population such as Harrow, Merton and Richmond upon Thames.

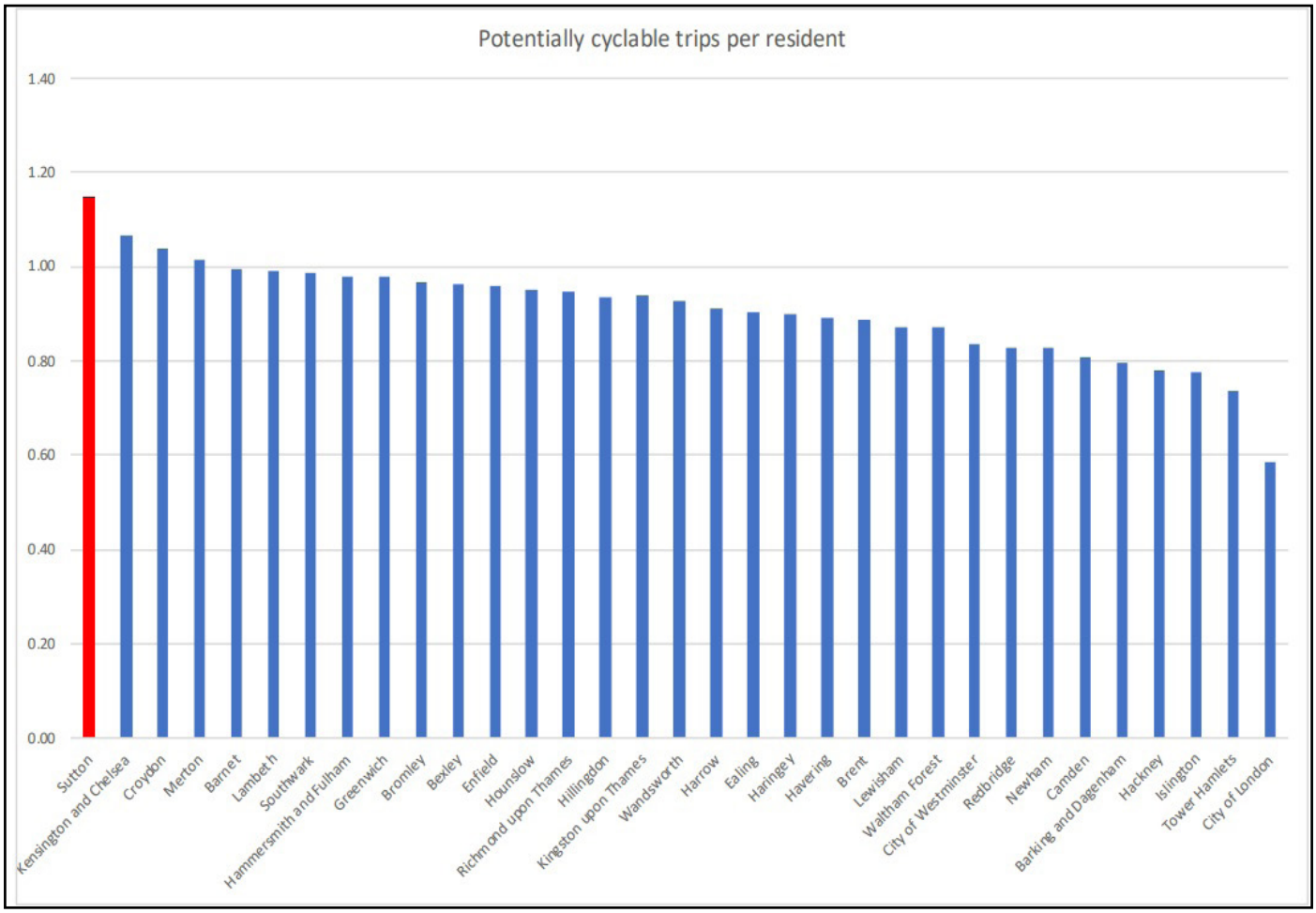
**6.13** As with walkable trips, Sutton also has the highest number of potentially cyclable trips per resident that are currently made by a motorised mode of travel[24]. There are just under 60,000 potentially cyclable trips currently made by public transport, which makes it the lowest number in London for this type of trip. However, more than 200,000 car trips could also be easily converted to cycle trips. These are trips where:

- the person is not carrying a heavy or bulky load;
- trip length is less than 8km;
- the trip would take no more than 20% longer to cycle;
- the traveller is over five and under 64 and not disabled;
- the trip is made between 6am and 8pm, and
- the trip is not currently made by van or dial-a-ride.

24 Analysis of Cycling Potential 2016

**6.14** Figure 12 shows Sutton's position in terms of potential cycle trips.

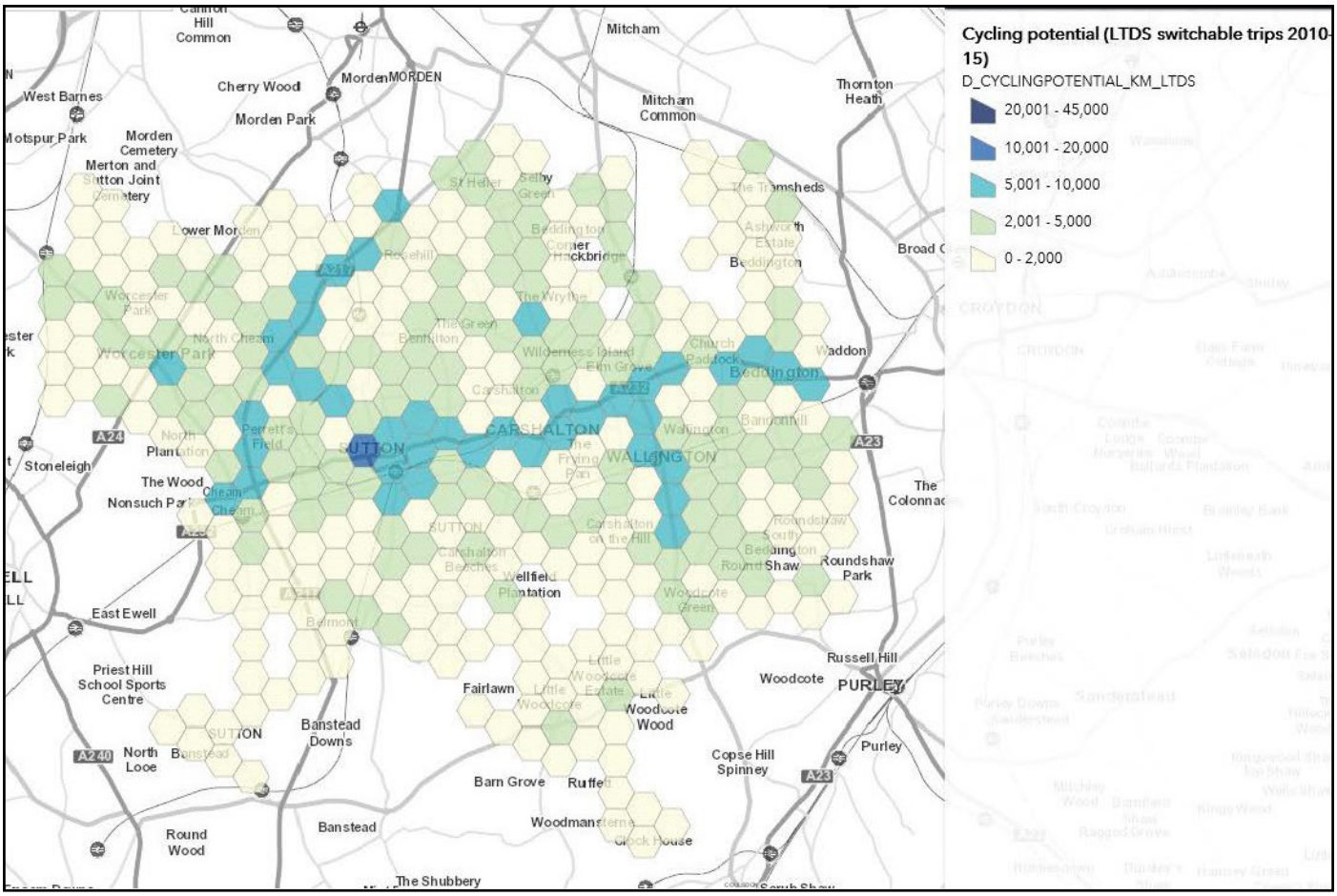
**Figure 12: Potentially Cyclable Trips per Resident by Borough**




Source: Analysis of Cycling Potential 2016, TfL

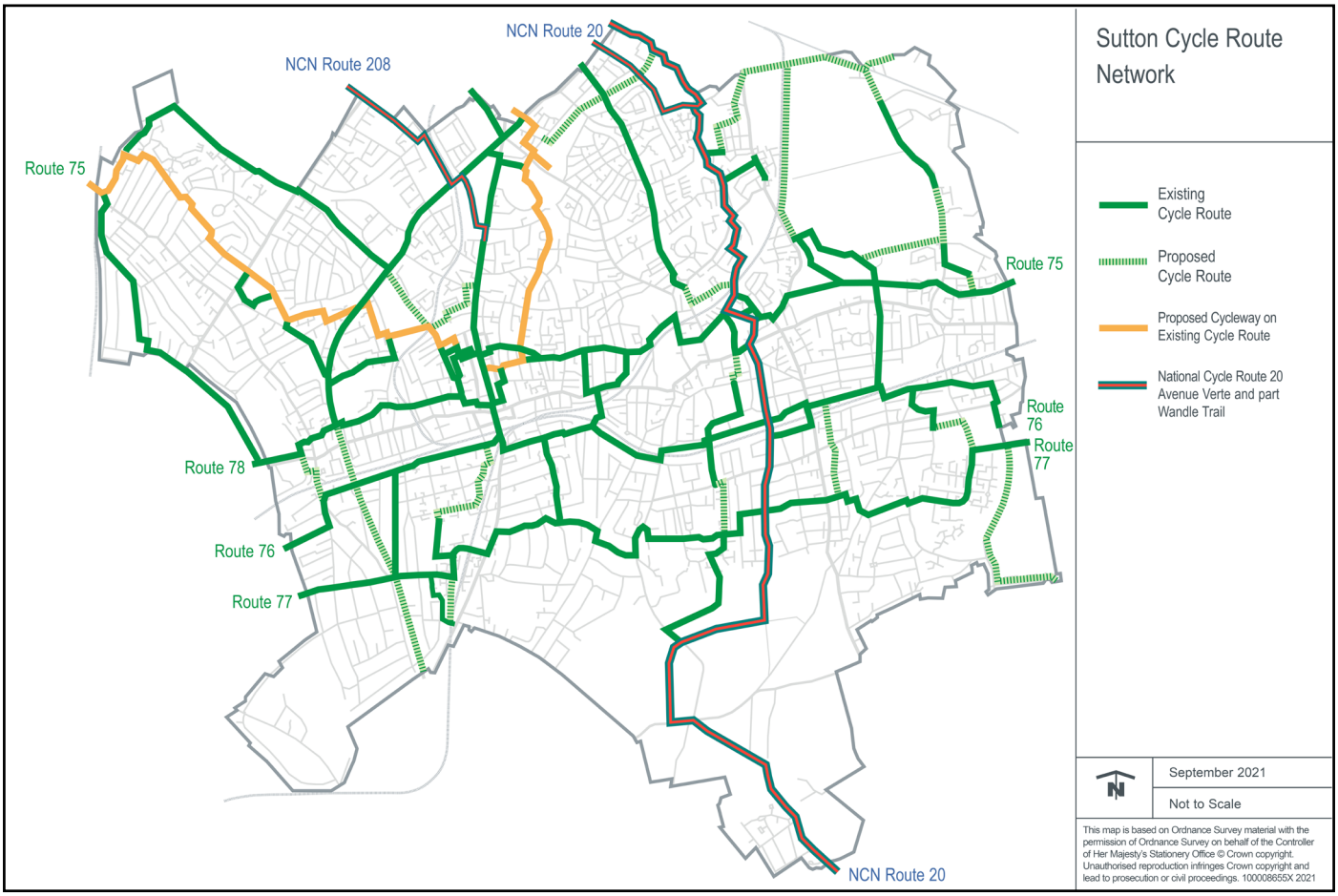
**6.15** Figure 13 shows that there is higher cycling potential along the TLRN network within the borough. The ideal cycle infrastructure, a segregated cycle lane, will be challenging to implement along these major roads as apart from the A24 and A217, there is very little land and the A232 at Carshalton is especially narrow. Even with a segregated cycle lane, fast-moving vehicular traffic is still a concern for many and as the routes are designated by TfL for freight movement the risks are presently considered high. However, the potential for streetscape changes and learning from the temporary Covid-19 measures will be evaluated and solutions deployed in partnership with TfL.

## Figure 13: Cycling Potential in the London Borough of Sutton




Source: TfL City Planner Tool

## Figure 14: London Borough of Sutton Cycle Network




Source: London Borough of Sutton

## Current Barriers to Cycling

**6.16** There are a number of key transport challenges for the borough which are particularly relevant to cycling:

- The existing network contains a number of quiet routes, but these are not necessarily well-connected or signposted;
- As with walking, topography is a barrier to cycling in some areas, with steep gradients making it difficult to cycle safely;
- Highway network and junction design can mean that cycle routes are not prominent when crossing roads or suffer from a lack of priority at side roads. As with walking, a number of critical junctions are not cycle friendly and so disincentivise people to travel locally by cycle;
- The volume of on-street parking and demand for more at key times of the day, and lack of carriageway width means there is a perceived lack of space on many roads at present for segregated facilities, suggesting a need for changing priorities;
- Safety, both actual and perceived, is a key consideration for borough cyclists, especially parents with children. Traffic congestion, surface condition, speed and high volumes of rat running all create intimidating conditions for cyclists, especially those who are less confident. This also reduces the uptake of parents allowing children to cycle to school. The Benhill area is a particular example.

- Lack of wayfinding - while existing cycleways are signed, there is a lack of adequate pedestrian and cycle signage to allow easy navigation through quieter roads;
- Consistency and convenience of secure cycle parking, including at key transport hubs, is of concern; and
- Barriers to funding - while the Sutton LIP3 contains cycle-related schemes there are limited opportunities for significant funding for improvements outside of developer funding or challenge funds such as Liveable Neighbourhoods and the TfL Cycleways fund.
- The evolution of the borough network over many years means that infrastructure, particularly for cycling and walking, can be very inconsistent in its design and effectiveness depending on its age and location. Future cycle schemes and improvements will benefit from the most recent standards set out in the most recent Department for Transport Local Traffic Note (1/20)[25], released in July 2020.


## E-bikes and e-scooters

**6.17** Electrically assisted cycles (e-bikes) and e-scooters are common on many London roads. Often referred to as "micromobility", the term includes e-cargo bikes, balance boards and similar lightweight, low speed vehicles. Efficient and manoeuvrable, micromobility vehicles can be suited to urban areas where walking and cycling are the ideal choice for the majority of short journeys.

[25] Cycle infrastructure design (LTN 1/20)


**6.18** The Council is keen to promote alternatives to private car use, such as cycling and walking. We are observing rather than participating in TfL and London Councils' rental trials of e-scooters due to concerns about the safety of users and pedestrians. In the meantime, we are working with the Met Police to reduce illegal, private e-scooters use.

### E-bikes and e-cargo bikes

**6.19** For some, the attraction of cycling as an everyday form of transport is tempered by a variety of reasons, and in the consultation on this Strategy a range of reasons was offered by respondents, including age, physical fitness, carrying goods or tools, and others. Electrically assisted cycles make it easier to travel further and more frequently by bike, reducing the effort of pedalling to allow good speeds and easy recovery after stopping at junctions or traffic lights and assistance for climbing hills. E-cargo bikes have good load capacities with some models offering up to 100kg capacity, and can also be used to transport small children e.g. to school. In Sutton, the hilly terrain can be a disincentive to cycling, and e-bikes provide an excellent way to overcome this.

### Challenges

**6.20** The purchase price of e-bikes remains a barrier for many, although schemes such as Try Before You Bike[26] allow residents a low cost/low risk option before they fully commit to an e-bike. Storage and theft remain a concern for some, particularly in streets with no easy access to gardens or in apartment blocks. Despite the short-lived nature of the initial e-bike hire trial in 2019, in partnership with Lime, the Council remains keen to provide an e-bike hire scheme and we are currently in discussion with operators. Cycle hangars are a good storage solution for residential areas with high density accommodation. We have successfully installed cycle hangars on Sutton Housing Partnership estates and we continue to look for funding opportunities to augment this provision with more on-street cycle hangars.

### E-scooters

**6.21** At the time of producing this strategy, it is illegal to ride privately owned e-scooters on roads, footpaths, cycle lanes or any other public space. It is legal to sell and to purchase e-scooters but they must be used on a private land (with the owner's permission).


**6.22** The DfT has approved e-scooter trials in 32 cities around the UK, including a number of London boroughs. E-scooters hired through these schemes can be legally ridden on roads and cycle paths and are insured by the operators. The scooters are limited to 15.5mph, with lower limits imposed in some areas via 'geofencing', and riders are required to be over 16 with at least a provisional UK driving licence.

[26] https://www.peddlemywheels.com/try-before-you-bike

**6.23** Riders caught using an e-scooter illegally face confiscation of the e-scooter and they may receive fines of up to £300 and a maximum of six penalty points on a driving licence. The Metropolitan Police have issued more detailed advice on using e-scooters, including enforcement and rider behaviour.[27]

## E-scooters Safety

**6.24** Both through the consultation on this Strategy, and in face-to-face meetings with disability and older people's groups in the borough, the Council has received a mixed range of views on e-scooter use. While some are keen to promote their use both as a cheap and environmentally friendly means of local travel and a way of reducing congestion, others are very concerned about safety following a number of high-profile fatalities and reports from around the country of pedestrians being struck and injured, sometimes seriously, by e-scooter riders. The National Federation of the Blind has concerns for blind and partially sighted people due to the near-silent nature of e-scooters and the risk of tripping on them where dockless hire schemes are used, a concern shared by older peoples groups. Other considerations include the condition of the borough road network and the challenge of maintaining road surfaces to cope with small wheeled scooters at a time of significant financial challenges.

## The Council Position

**6.25** The London Borough of Sutton opted not to take part in the initial e-scooter trials in London, although we remain closely involved with other boroughs and London Councils as part of a working group on the trial. We remain interested in seeing how the trials progress, but given the concerns above we wish to learn from the experiences of other local authorities and the trial scooter operators before committing further. Should the decision be made to permit use of e-scooters on all UK roads then we will of course be in a better position to determine how best to accommodate the needs of borough road users.

27 Metropolitan Police - Advice on using e-scooters

# Guidelines Cycling

## General Objectives

The Council will promote cycling as an option by:

**G6a)** Improving the existing network, and facilities both in and between town and local centres, retail parades, parks and key routes from residential areas and stations, including learning from the temporary measures introduced during the Covid-19 pandemic;

**G6b)** Work with health providers so residents use cycling as part of their health and well-being;

**G6c)** Working with the local Cycle Forum, landowners, developers, infrastructure providers and funding agencies to ensure that specific destinations popular with residents and visitors are accessible by cycle, and provide suitable cycle parking;

**G6d)** Ensuring the borough's cycle network is accessible to all types of bikes and cyclists, including those with disabilities and users of mobility scooters, and is designed to avoid conflict with those with visual or physical impairments, especially the older people; and

**G6e)** Working with schools to produce School Travel Plans for pupils and staff, and continue to provide Bikeability cycle training in schools.

## Specific Objectives

**G6f)** The Council will ensure that all new developments provide cycle parking as set out in Appendix 11 of the Sutton Local Plan[28], and workplaces to ensure cyclists have access to shower and changing facilities;

**G6g)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the place-based projects in the Sutton Public Realm Design Guide Supplementary Planning Document[29] (adopted January 2020);

**G6h)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the Liveable Neighbourhoods schemes and to bid for and implement future schemes where possible;

**G6i)** The Council will complete the agreed Beddington Lane scheme;

**G6j)** The Council will implement the current cycling schemes set out in the Local Implementation Plan and any future Local Implementation Schemes nominated by Local Committees;

**G6k)** The Council and Transport for London will seek to introduce suitable signs and fingerposts to aid wayfinding as appropriate;

**G6l)** The Council will strive to create cycle routes in the following areas by 2025: in and around Mayflower Park, Cheam, Belmont Rise, Belmont, Collingwood Road, St Helier Open Space, Wrythe Green Lane, Wrythe Green, Carshalton Village and Carshalton-on-the-Hill, Beddington Corner, Beddington Farmlands, Beddington Lane, Beddington Village, South Beddington and Roundshaw Downs;

**G6m)** The Council will work with local stakeholders to identify opportunities for further 20mph zones and 'low traffic zones' where through-access by car is restricted and safer, healthier neighbourhoods are created, which maintain and improve cycle and pedestrian access;

**G6n)** The Council will investigate, and implement where appropriate, junction improvements (including Advanced Stop Lines, advisory cycle lanes and where appropriate priority at side roads, as a minimum);

**G6o)** The Council will investigate, and implement where appropriate, protected space for cyclists (light-touch segregation or full segregation may be appropriate on some routes depending on carriageway width along with seeking to change priorities to permit greater use of sustainable modes);

[28] Sutton Local Plan Appendix 2016 - 2031

[29] Sutton Town Centre Public Realm Design Guide

**G6p)** The Council will maintain and enhance our network of off-road cycle paths, and make use of the Green Chains in the borough to provide further opportunities for safe walking and cycling;

**G6q)** The Council will work with relevant partners to establish safer cycle routes to and within the Wandle Valley Regional Park, and continue to make improvements to the Wandle Trail;

**G6p)** The Council will help people overcome obstacles to cycling including by promoting e-bikes, specifically facilitating wider use by introducing an e-bike hire scheme(s) in partnership with external provider(s). Subject to future national law changes to permit the use of e-scooters on public roads, possibly making e-scooters available for hire; and

**G6r)** The Council will promote to businesses, organisations and individuals the benefits of cargo bikes and e-cargo bikes and will work with organisations to make the most of Government-funded schemes which encourage their use.

# 7. Bus Travel

### Mayor's Transport Strategy Target for Sutton: Public Transport Mode Share

| Percentage mode share for public transport, walking and cycling by Sutton resident, based on average daily trips | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 43 | 46 | 45 | **48** | **63** |

### Mayor's Transport Strategy Outcome 3 for Sutton: Reduction in Car Ownership

| Number of cars owned by Sutton resident | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2015 | 2016 | 2017 | **2021** | **2041** |
| 92461 | 93540 | 93815 | **90400** | **86900** |

### Mayor's Transport Strategy Outcome 5 for Sutton: Increase in Public Transport Use

| Public Transport (Rail, Underground/DLR, Bus/Tram) Trips per day (000s) | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 89.8 | 93.95 | 88.73 | **109** | **158** |

### Mayor's Transport Strategy Outcome 6 for Sutton: More Safe, Affordable and Accessible Public Transport

| Sutton residents will be able to travel spontaneously and independently | | | | | |
|---|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | | |
| 2018 Average journey time using full network (minutes) | 2018 Average journey time using step-free network (minutes) | 2018 Time difference (minutes) | **2041 Average journey time using full network (mins)** | **2041 Average journey time using step-free network (mins)** | **2041 Time difference (minutes)** |
| 93.78 | 99.96 | 6.18 | **84.89** | **88.05** | **3.15** |

### Mayor's Transport Strategy Outcome 7 for Sutton: Public Transport will be Pleasant, Fast and Reliable

| Bus speeds (mph) in Sutton | | | | | |
|---|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | | |
| 2015/16 | 2016/17 | 2017/18 | **Percentage change by 2041** | **2021** | **2041** |
| 11.27 | 11.04 | 10.92 | **0.15** | **11.67** | **12.96** |



**7.1** TfL has full responsibility for bus routes in Sutton, including timetables and fares. The services themselves are operated by private companies through a competitive tendering process, and there is no on-road competition. The Council works closely with TfL, bus operators, neighbouring boroughs and the South London Partnership to secure strategic bus improvements and to accommodate capacity demands as demographics change and new developments are implemented.

**7.2** The borough is served by a reasonably comprehensive network of bus services and a number of Council-initiated 'hail-and-ride' services have helped to improve accessibility to, from and within some of the poorly connected residential areas. Bus routes often provide the only public transport for people living, working and visiting areas away from railway stations. However bus frequency, particularly in the off-peak, is low with as little as two buses per hour on some routes, and a lack of orbital routes means that the network tends to favour those travelling north or south into or out of the borough rather than east-west. In 2020 the capacity restrictions imposed in the wake of the Covid-19 pandemic reduced drastically what is already a sparse provision, although at the time this Strategy is being produced there is no clear indication on what changes can/will be made as the guidance on social distancing is amended.

**7.3** Because Sutton is on the southern edge of London, there are bus services that pass through the borough which are not managed by TfL. Routes E16 and 420 are the only non-TfL routes which stop in the borough. TfL's Oyster travel cards are not valid on these services. A map of the borough's bus routes can be seen in Figure 15 below.

### Opportunities to Increase Bus Usage

**7.4** In May 2019, TfL commenced a 12-month trial of small demand responsive buses. The Go Sutton[30] service used a smartphone app for users to book services and track their bus in real time. The trial proved to be popular, with over 80,000 trips made before the trial was ended early in March 2020 due to the Covid-19 pandemic and subsequent lockdown. In July 2021 TfL issued a report on the outcome of the trial, which found that the cost of demand-responsive services of this type are not viable without significant and unsustainable continued investment. While the Council is disappointed that the service could not continue, we know that the technology and other findings from the trial will be used to help inform future flexible transport systems across London, particularly the Dial a Ride service.

**7.5** In 2019 TfL and the borough worked together on a review of bus services in the borough in the light of known issues and new developments, particularly new housing and congestion on key routes serving the new and existing schools in the borough.

30 Demand Responsive Bus Service, Transport for London


**7.6** The review raised a number of opportunities to improve existing routes, and has led to the double decking of the 407, increased frequency for the 154 route that serves a number of schools and future investigations into frequency of the X26 express service.

**7.7** In 2020 TfL consulted on proposals for changes to 13 bus routes serving the London Boroughs of Sutton and Croydon, and the introduction of a new bus route S2. As a result of the TfL study and its consultation, bus route 470 will operate between Colliers Wood Station and Sutton Station only. It will be rerouted in the Sutton Common area via Marlborough Road, Dibden Road and Stayton Road with no change to its frequency or its hours of operation. South of Sutton Station route 470 will be replaced by the new route S2 that will run between St Helier Station and Epsom via existing routes S4 and 470.

**7.8** In addition, the review considered altering routes to improve coverage and to serve developments on the Royal Marsden and London Cancer Hub site. Proposals sought to address a number of long-standing issues, such as Sunday bus services to the Royal Marsden hospital, and in their present form, proposals would go some way to improve access to the London Cancer Hub and new Sutton acute care hospital, a key development and employment site in the borough.

### Coach Operations

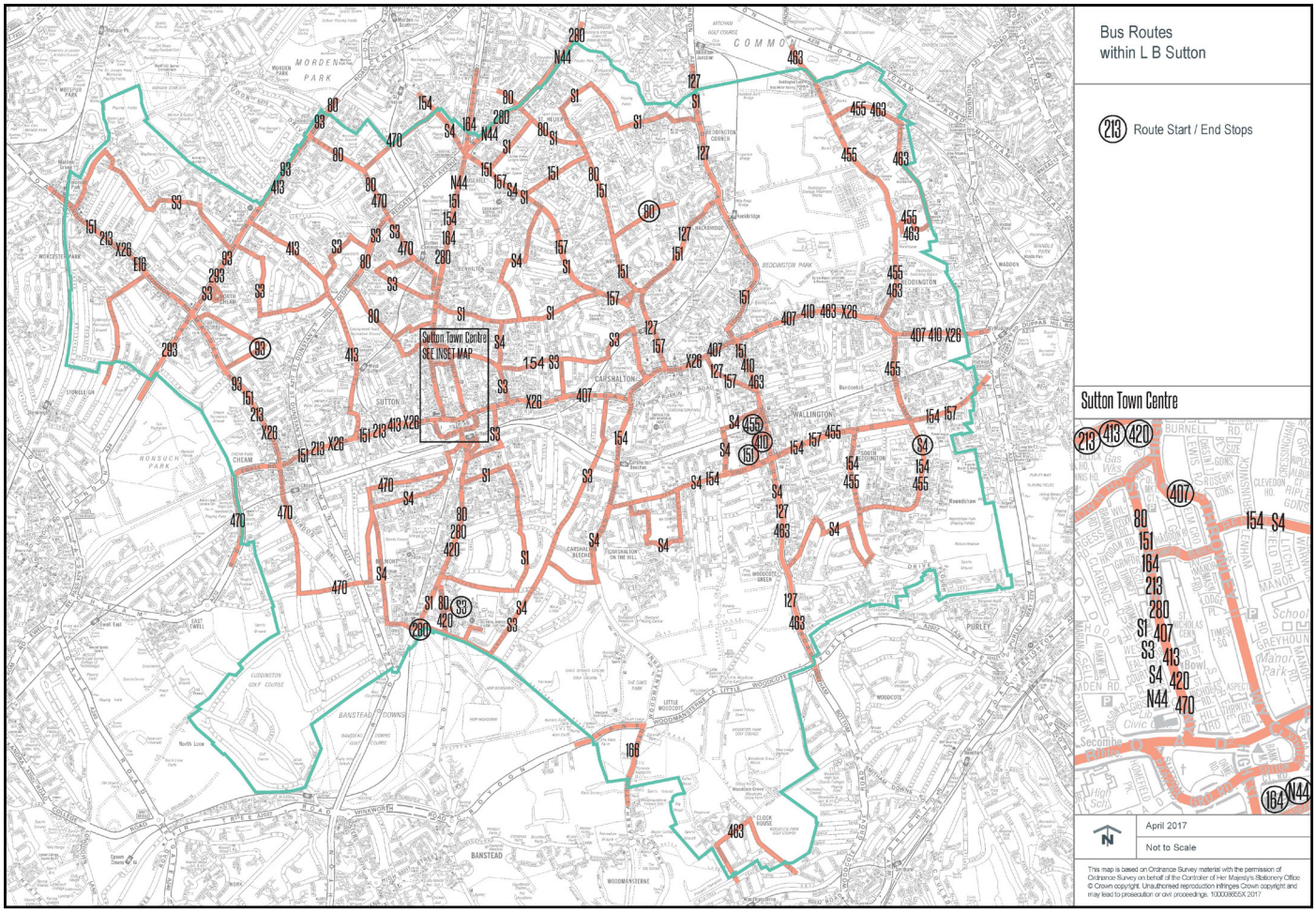
**7.9** Where developments are likely to involve visitors arriving and leaving in taxis and coaches, such as schools, proposals for new development should show how these can be accommodated without harm, provide adequate facilities for coaches that minimise impact on the road network capacity and that waiting/parking areas are situated off-road wherever possible.


**7.10** Policy 18 (Coach Hubs) of the Mayor's Transport Strategy includes proposals for coach facilities to preserve London's links with the wider South East. At present coach stops in Sutton are largely the preserve of National Express from Victoria Coach Station, stopping at Rosehill, Sutton Town Centre and railway station and at Belmont rail station and serving Gatwick Airport, Brighton and coastal towns between Bognor Regis and Eastbourne.

**7.11** Coach travel must be considered as a potential short-medium range travel option for destinations in Sutton, not only for visitors to historic villages, such as Carshalton and Cheam, but also for destinations such as the Royal Marsden Hospital. While Heathrow Airport is served by the X26 express service, its use as a local commuter service often results in peak capacity issues in the area so a coach option may benefit travellers. Depending on future air travel demand post-Covid there may also be an interest in a Wallington to Gatwick Airport coach service, mainly for air travellers but also possibly for airport workers.

[31] https://consultations.tfl.gov.uk/buses/sutton-croydon-bus-changes/

## Figure 15: Bus Network with the London Borough of Sutton




Source: TfL Sutton Bus Network Study

### Challenges to Increasing Bus Usage

**7.12** Problems along routes, such as congestion, poor signal phasing, road design, junctions and parking layouts, can affect all modes of transport and these are identified by public transport operators, Council officers and the public and improvements to all of these are made where possible. In all instances, the needs of all travellers – pedestrians, cyclists and cars - need to be considered holistically to ensure maximum benefit for all. However, a review of road space allocation for all provides a particular opportunity for improving bus journey times while minimising impacts of emissions caused by congestion.

**7.13** Carbon emissions and air pollution from buses has also been an issue. The Council welcomes TfL's commitment to upgrade the fleet to Euro 6 by 2023 and immediately move to electric for the most polluted routes, including Central Road in Worcester Park.

**7.14** Many of the borough's bus stops are unsuitable for disabled and mobility-impaired people and can have safety concerns for residents. Bus stops must have suitable shelters, good pedestrian access and be open to public supervision. However, Sutton is one of the nine boroughs that have achieved the 95% target for accessible bus stops[32].

32 https://tfl.gov.uk/info-for/media/press-releases/2015/march/bus-stop-accessibility-doubles-since-2008

**7.15** While north-south links benefit from access to more frequent services, the east-west links do not provide the same level of service or reliability. This is a general problem for outer London bus services, which lack orbital routes and hinder the economic growth of major outer London centres.

**7.16** There are also gaps in the service both in terms of coverage and frequency. While around 95% of Sutton residential areas are within 400 metres of a bus stop and north and central Sutton are covered by a higher number of bus services, in the southern part of the borough outside major centres rail and bus services are not at the same level of service or reliability.

**7.17** Additional bus routes or more frequent scheduling of the existing routes are needed in areas where new developments such as the New Mill Quarter and the London Cancer Hub are located. Also, the introduction of a wayfinding system, whether an extension of the Legible London format or a simpler fingerpost system, can encourage a modal shift as people may realise that walking distances are shorter than they had thought and increase their awareness of local bus stops, stations and amenities.

## Guidelines Bus Travel

The Council will promote bus travel as an option by:

**G7a)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to promote ease of access to bus services in the borough. Ensuring ease of access and improvements for disabled people and those who are mobility impaired will be a priority for the Council when accessing planning applications;

**G7b)** For larger developments, the Council will expect to see these considerations outlined in the Transport Assessment and/or Design and Access Statements with cost solutions and improvements included in the analysis if appropriate;

**G7c)** The Council will work with TfL and bus operators to develop and implement additional bus routes, either demand responsive or more frequent scheduling of existing routes, to serve new schools and developments, such as Harris Academy Sutton and the London Cancer Hub, and to address the current shortfall of accessible public transport in the borough;

**G7d)** The Council, with TfL, will seek to improve wayfinding signage at major bus interchanges;

**G7e)** For new and redesigned routes the Council will work with TfL to implement new stops in accordance with TfL's 'Accessible Bus Stop Design Guidance' in convenient and safe locations, and to secure public realm improvements in and around public transport stations and bus stops;

**G7f)** The Council will make provision for accessible coach pick-up facilities and standing facilities where significant numbers of visitors are likely to arrive or leave by coach; and

**G7g)** The Council will consider expanding coach provision in the borough and work with operators to increase stopping points for coach routes within the borough, where demand shows potential for use.

# 8. Rail Travel

## Mayor's Transport Strategy Target for Sutton: Public Transport Mode Share

| Percentage mode share for public transport, walking and cycling by Sutton resident, based on average daily trips | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 43 | 46 | 45 | **48** | **63** |

## Mayor's Transport Strategy Outcome 5 for Sutton: Increase in Public Transport Use

| Public Transport (Rail, Underground/DLR, Bus/Tram) Trips per day (000s) | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 89.8 | 93.95 | 88.73 | **109** | **158** |

## Mayor's Transport Strategy Outcome 6 for Sutton: More Safe, Affordable and Accessible Public Transport

| Sutton residents will be able to travel spontaneously and independently | | | | | |
|---|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | | |
| 2018 Average journey time using full network (minutes) | 2018 Average journey time using step-free network (minutes) | 2018 Time difference (minutes) | **2041 Average journey time using full network (mins)** | **2041 Average journey time using step-free network (mins)** | **2041 Time difference (minutes)** |
| 93.78 | 99.96 | 6.18 | **84.89** | **88.05** | **3.15** |

**8.1** Sutton stations provide a moderate service between Central London and the South East. The primary providers are Southern Rail and Thameslink, offering services to Victoria, Blackfriars, London Bridge, St Pancras, Luton, Bedford, Wimbledon, West Croydon, Guildford and Epsom. Worcester Park station, just beyond the borough boundary and served by South Western Railway has destinations Waterloo and Dorking and Guildford. The typical off-peak frequency service is shown in Table 4.

**Table 4: Railway Station Frequency and Usage**

| Station Name | Station Operator | Typical off-peak Service Frequency | 2018-19 Entries & Exits |
|---|---|---|---|
| Sutton | Govia Thameslink | 10tph | 6,474,958 |
| Worcester Park | South West Trains | 4tph | 2,098,382 |
| Wallington | Govia Thameslink | 6tph | 1,988,446 |
| Carshalton | Govia Thameslink | 6tph | 1,464,432 |
| Cheam | Govia Thameslink | 5tph | 1,114,808 |
| Hackbridge | Govia Thameslink | 4tph | 960,934 |
| Carshalton Beeches | Govia Thameslink | 6tph | 898,246 |
| West Sutton | Govia Thameslink | 2tph | 346,556 |
| Sutton Common | Govia Thameslink | 2tph | 334,532 |
| Belmont | Govia Thameslink | 2tph | 180,466 |

Source: Office of Rail and Road, 2020

**8.2** During the second half of the 19th Century, Sutton saw rapid residential growth, aided by the London & South Western Railway lines running through the borough. The Wimbledon Loop line, designed to serve the growing suburban demand in Merton and Morden, was however not constructed until the 1920s and so several stations within the borough are set away from local centres due to the need to plan the route around the new housing developments. Consequently, there is a disincentive for some residents to use services from the Loop stations due to poor accessibility.

**8.3** The Council supports the Strategic Case for Metroisation in south and southeast London[33] which was published by TfL in March 2019. TfL has made the case for transforming the suburban rail network within and just beyond the southern London boundary into a single, integrated network. This would make it easier and quicker to travel and support sustainable growth and new homes.

**8.4** Any intervention to the transport network will take place in the context of the delivery of the wider package of measures outlined in the Mayor's Transport Strategy. Metroisation will provide the benefits of a single network and make progress towards the Mayor's London-wide target of an 80% sustainable transport share of journeys.

**8.5** According to TfL's case, south Londoners are missing out on opportunities because the public transport network is not delivering connectivity. There is a significant decline in access to jobs for town centres accessed by the rail network compared to those relying on the Tube. **There are four times as many jobs within 45 minutes of Harrow compared to Sutton.**

[33] Strategic Case for Metroisation in south and south east London, TfL


**8.6** The case for change has also revealed that only one third of Southern and Southeastern customers are very or fairly satisfied with their local rail service.

**8.7** In the context of Sutton, metroisation could include measures such as:

- Re-doubling the track and a new turnback facility at Belmont to enable frequencies to be increased from 2tph to 6tph between Sutton and Belmont. The additional services support the Council's plans for regeneration of the Belmont area with the proposed London Cancer Hub facility and its potential for 13,000 jobs; and
- Additional reversing facilities at Wallington and Cheam to relieve capacity constraints imposed by the need to reverse trains at West Croydon and Sutton.
- greater numbers of rail services on the fast Mitcham Junction line via Hackbridge, benefitting new developments such as New Mill Quarter

**8.8** If built, the Crossrail 2 scheme could support the regeneration and development of up to 200,000 new homes and a similar number of jobs across London and the South East, with 60,000 jobs across the UK supply chain under construction. Worcester Park station would be served on the Epsom regional branch line and see increased levels of service from 6 to 8 trains per hour in peak periods, with connections to Wimbledon, Clapham Junction, Victoria and Euston. However, delays to the opening of the Elizabeth Line (Crossrail 1) and reduction on TfL income as a result of changes to TfL budget and the Covid pandemic, mean that development of Crossrail 2 has been delayed further and at time of writing we await further decisions on the scheme.

**8.9** Carshalton Station has recently benefited from Access for All[34] funding to provide full step-free access to and between both platforms, with new lifts installed to connect to the station underpass. Prior to this any travellers with mobility issues wishing to use the London-bound platform would have needed to travel to Sutton or Hackbridge stations to board a train.

**8.10** Much of the borough's rail network is plagued by poor frequency. With services on the Wimbledon loop line and to Belmont as low as two trains per hour in each direction, many of these stations see limited use.

**8.11** With the tram presence in the borough currently restricted to the north of Beddington, there are no shared tram/train stations such as at Mitcham Junction so interchanges are usually between rail and bus. However, in several cases such as at Carshalton, the nearest bus stops to the station are a few minutes' walk away and are on-street.

[34] Access for All – improving accessibility at railway stations nationwide, Network Rail


**8.12** Aside from wayfinding, covered below, live bus information at all stations but Sutton itself is non-existent. We will continue to press for this to be addressed as part of the forthcoming Southern/ Thameslink franchise discussions due to commence in 2021.

**8.13** As highlighted in para 7.2 above, the location of several stations is often some distance from key district and local centres. Alongside this it is often not apparent where local key destinations or interchanges such as bus stops are located in relation to each station's entrance/exit. For first-time visitors, Wallington and Cheam are especially problematic in locating bus interchanges and the centre itself.

**8.14** Step-free access remains a key issue at many stations. Apart from Sutton, Worcester Park and Carshalton there are no other stations with full step-free access to and between platforms, although Cheam, Hackbridge and Wallington have access either to each side or between platforms via a long and circuitous route. Sutton Common and West Sutton can only be accessed by stairs, and the limited station footprint for each precludes the construction of additional facilities. Carshalton Beeches is step-free on one side only via a ramp.


**8.15** The local rail network is often hampered by delays and cancellations due to congestion on other parts of the network, in particular the Brighton Mainline and key junctions at the Selhurst triangle. These at-grade junctions mean that trains are often held to wait for London-Brighton services to pass through before being allowed to proceed. The Borough strongly supports the Croydon Area Remodelling Scheme[35], which includes plans to replace the at-grade crossings with a series of flyovers and dive-unders to allow continuous movement, as well as additional platforms to remove capacity constraints at East and West Croydon. These chances will bring to an end a long period of delays and inconvenience to Sutton residents, workers and commuters.

## Guidelines Rail Travel

The Council will support use of, and improvement to, rail travel as an option by:

**G8a)** Working with neighbouring boroughs, the South London Partnership, Transport for London and rail operators to press for adoption of the proposals set out in the TfL Strategic Case for Metroisation, including increased frequency on the local rail network and support for turnback facilities at Belmont (to support access to the London Cancer Hub), Wallington and Cheam;

**G8b)** Continuing to seek options for increased accessibility at all stations within the borough, including full step-free access at Carshalton Beeches and between platforms at Wallington and Hackbridge; and

**G8c)** Working with Network Rail and train operating companies to improve station environment, wayfinding and signage within and around stations to key local destinations, including support for interchange with bus, tram and cycle hire options.

35 The Croydon Area Remodelling Scheme

# 9. Tram / Sutton Link

## Mayor's Transport Strategy Target for Sutton: Public Transport Mode Share

| Percentage mode share for public transport, walking and cycling by Sutton resident, based on average daily trips | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 43 | 46 | 45 | **48** | **63** |

## Mayor's Transport Strategy Outcome 5 for Sutton: Increase in Public Transport Use

| Public Transport (Rail, Underground/DLR, Bus/Tram) Trips per day (000s) | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 89.8 | 93.95 | 88.73 | **109** | **158** |

## Mayor's Transport Strategy Outcome 6 for Sutton: More Safe, Affordable and Accessible Public Transport

| Sutton residents will be able to travel spontaneously and independently | | | | | |
|---|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | | |
| 2018 Average journey time using full network (minutes | 2018 Average journey time using step-free network (minutes) | 2018 Time difference (minutes) | **2041 Average journey time using full network (mins)** | **2041 Average journey time using step-free network (mins** | **2041 Time difference (minutes)** |
| 93.78 | 99.96 | 6.18 | **84.89** | **88.05** | **3.15** |

**9.1** The Council has worked closely with TfL for a number of years to extend the South London Tramlink into the borough, to connect Sutton Town Centre as one of South London's four Metropolitan Centres to the network, and improve connections with Wimbledon and the planned Crossrail 2. A further extension of Tramlink to Belmont would connect the London Cancer Hub to the network and Crossrail 2 (if built) at Wimbledon. A public consultation in 2014 showed 84% of respondents strongly supported or supported this proposal which is a fully accessible, highly sustainable and environmentally friendly mode of public transport, and which is now supported by the Mayor through Policy 21 and Proposal 89 of the Mayor's Transport Strategy and included as a scheme within the new London Plan.

**9.2** While discussions over funding and designs for the scheme have continued (see also 'Covid-19 and Revised TfL Budget' below), land along the route has been secured or protected by the Council, which also is helping to shape proposals for the regeneration of Sutton Town Centre. In 2019 TfL commissioned work leading towards Transport Works Act approval for the scheme. If implemented, delivery of an estimated 10,000 homes along the Merton and Sutton corridor could be facilitated.

**9.3** The introduction of Tramlink to Croydon resulted in a 20% modal switch from car to tram (source: TfL, NAO). Given that Croydon town centre is better served in train and bus terms than Sutton town centre the modal switch could be just as, or even more, dramatic in Sutton.

**9.4** Trams are considered to be the cleanest mass transit system behind electric rail. Trams produce no pollution from their powertrain at the point of use and, with a large passenger capacity potentially producing a significant modal shift, a Sutton tram could markedly reduce the vehicle emissions along its route.

**9.5** Residents in Morden, Rosehill and Sutton would have the opportunity to gain access to a wider job market beyond the current rail network, with improved connectivity and reliability over the existing north/southbound bus routes which are subject to traffic congestion.

**9.6** A tram service would provide a significant spur for business development in Sutton Town Centre, as well as facilitating the housing development set out in the Sutton Local Plan and, if extended, would also provide a clear benefit to the London Cancer Hub and other health establishments.


**9.7** Since the proposals for Sutton link were first developed, the estimated scheme cost has risen and there remains a considerable funding gap. Sutton and Merton are each contributing to the scheme and consideration is being given to Housing Investment Fund support, together with other initiatives.

**9.8** Physical constraints include space for off-street running and 'pinch points', such as the cutting at Angel Hill.

## Covid-19 and Revised TfL Budget

**9.9** On 24 July 2020 Transport for London published their revised budget for the year. 80 per cent of TfL income is normally derived from fares and commercial revenue, and in the light of the Covid-19 pandemic and the mass reduction in fare income the decision was made to pause a number of large infrastructure projects, including Sutton Link.


**9.10** While the short term implications are understandable, the longer term implications of the scheme not being reinstated will mean a huge impact on our ability to reduce congestion, improve sustainable transport options and accommodate new housing needs in the borough, as well as meeting the Mayor's MTS targets. Accordingly, the Council will continue to lobby TfL, government and partners to ensure that the 'pause' is a temporary measure and that development of Sutton Link continues in the near future.

## Guidelines Tram

**G9a)** The Council will continue to work with TfL, LB Merton and stakeholders to promote Sutton Link as a vital component for public transport in Sutton;

**G9b)** The Council will maintain safeguards on preferred tram routes and ensure that planning applications for developments have no implications for future Sutton Link development & construction. New developments along safeguarded routes must take future tram operation into account in design, construction, delivery, servicing and access/egress for residents; and

**G9c)** The Council will continue to work with The Mayor of London, TfL and LB Merton to explore funding opportunities for Sutton Link's construction and to reinstate it into TfL's programme at the earliest opportunity.

## 10. Ultra-Low Emission Vehicles (ULEVs) and Electric Vehicle Charging


**10.1** Sutton has, in recent years, supported people who wish to convert to ULEV use by providing charging points in town centres. Usage of these has been variable and ULEVs remain a small proportion of vehicles registered in the borough (0.6% as at June 2019), but new registrations are forecast to rise as high as 30% by 2025[36]. Across the UK, 2.4% of all registered vehicles are either classed as hybrid, plug in hybrid or battery electric[37].

**10.2** In 2017, the Government announced its intention to ban the sale of new non-hybrid petrol and diesel cars and vans by 2040. In 2020 it brought this date forward to 2035 and widened the scope to include a ban on the sale of new hybrid cars and vans. The Mayor's Transport Strategy aims to make London's transport network zero emission by 2050. It notes that even with higher levels of walking, cycling and public transport use, motorised vehicles will remain a feature of London's streets, which requires strong policies to encourage vehicles to be as clean and energy efficient as possible.

**10.3** Because of the high levels of existing household car ownership in the borough, an increase in the share of electric and other ULEV or zero emission vehicles is vital alongside encouraging other sustainable modes and the Mayor's Transport Strategy target for Sutton to reduce overall private car ownership from 93,540 in 2016 to 86,900 by 2041. Key to this will be the availability of charging facilities to make it easier for vehicle users to adopt the newer technology as a viable choice when replacing existing petrol or diesel models.

**10.4** The borough adopted a new Ultra Low Emissions Vehicles Policy[38] in November 2017. This set out proposals for the provision of on- and off-street charging facilities to support an increased uptake of electric vehicles. Separately, TfL has begun to install a series of rapid vehicle chargers at key locations in the borough to support the new electric taxis that became mandatory for all new licenced London cab drivers in January 2018.

**10.5** The use of hydrogen fuel cell electric vehicles remains limited in London and there are no refuelling facilities in Sutton borough at present. As the technology improves and demand grows, the Council will consider whether separate guidelines are needed to support the provision of the dedicated refuelling facilities needed.

36 Plug-in Electric Vehicle Uptake and Infrastructure Impacts Study

37 Table veh0203

38 LB Sutton Decision details - Ultra Low Emission Vehicles (ULEV) Policy

## Guidelines ULEV and Electric Vehicle Charging

**G10a)** Working with developers to ensure that charging points, both active and passive provision, are provided for new developments in accordance with the standards set out in Appendix 11C of the Sutton Local Plan; and

**G10b)** Ensuring that, where electric vehicle charging points are provided on-street, the physical infrastructure should not negatively affect pedestrian amenity and should ideally be located off the footway. Where charging points are located on the footway, it must remain accessible to all those using it including disabled people.


# 11. Freight and Delivery

**11.1** London Plan policy T7 sets out the role of area action plans and local policy can play in reducing freight trips to, from and within local areas and seeking to reduce emissions from freight. This might be achieved through measures such as sustainable last-mile schemes, the provision of rapid electric vehicle charging points for freight vehicles to encourage a switch to electric vans and the facilitation of sustainable freight and servicing, including through the provision of adequate space for servicing and deliveries off-street. Construction Logistics Plans and Delivery and Servicing Plans (see sections 19 and 20) will be required for certain planning applications.

## Opportunities to encourage sustainable freight movements and deliveries

**11.2** The borough is potentially well placed to encourage sustainable freight and delivery movements. Firstly, freight movements are highly localised, focussing on the town centres, particularly Sutton Town Centre, and the industrial estates, particularly Beddington. Secondly, for some of these locations, notably Sutton Town Centre, the freight movements and delivery take place within a short time window during the working day. This means that there is scope for delivery consolidation and 'last mile' deliveries taking place with the use of electric vans, and the borough has recently trialled an electric van hire scheme funded by the OLEV 'Neighbourhoods of the Future' scheme[39].

**11.3** There may also be some scope to shift some freight and delivery movements to sustainable modes of transport, such as cargo bikes. The borough has a number of small retail outlets, which deliver goods locally, and a significant number of local tradespeople. Therefore, there could be scope for cargo bikes to deliver goods from shops to nearby customers and local tradespeople currently using vehicles may be able to make use of cargo bikes if their work is suitable and local.

**11.4** On a London-wide scale, the borough will also benefit from changes to Low Emission Zone (LEZ) emissions standards which will require heavy vehicles including lorries, buses and coaches to meet Euro VI (NOx and PM) emissions standards to drive within Greater London.

**11.5** Some of the key Transport for London Road Network (TLRN) routes in the borough form the High Streets of local centres such as Carshalton. These routes are TfL-controlled and designated as primary freight routes, meaning that limiting the amount of heavy goods and freight is not within our remit.

**11.6** The borough's industrial estates often host heavy industry, such as waste management and concrete batching, and so the switch to low emission vehicles is more difficult to manage.

39 Electric Van Offer for Croydon Businesses

**11.7** In addition, there is a lack of sites in the borough to provide freight consolidation centres or rail sidings for deliveries and so 'last mile' delivery options are not easy to create as there is no suitable delivery hub.

**11.8** Finally, the topography of the borough can make any switch to cargo bikes either unattractive or not feasible, though electric-assist cargo bikes could help overcome this problem.

## Guidelines Freight and Delivery

The Council will:

**G11a)** Work with TfL and business improvement districts to mitigate the impact of freight and deliveries on walking, cycling and public transport within the borough;

**G11b)** Encourage low and zero emission vehicle use for last mile deliveries, including electric vans and cargo bikes, where appropriate and feasible; and

**G11c)** Require developments which may result in significant or disruptive servicing activities to incorporate delivery and servicing plans to reduce conflict with other road users and residents.

# 12. Powered Two Wheelers

**12.1** Adopting the Healthy Streets Approach means reducing the reliance on private vehicles for personal travel, by providing residents, visitors and commuters with more opportunities for walking, cycling and using public transport. This section refers to motorcycles and motor scooters/mopeds and does not include electric bikes and e-scooters. These are discussed in section 6.

**12.2** However, motorcycles and scooters are another form of personal transport which, while not as sustainable as public transport, can contribute towards a reduction in congestion and parking space requirements. Most are economical, produce comparatively low emissions and, with electric versions now appearing on the market, it is important to recognise that they may play a greater role in the future. This could include a more significant role in low-impact freight and servicing trips, especially where these vehicles replace trips by lorry or van.

**12.3** Policy 11 of the Mayor's Transport Strategy is primarily related to motorcycle safety and draws on the GLA report 'Easy Rider'[40] published in 2016. In particular, it advocates:

a) Improving the safety of street design;

b) Improving the quality of motorcycle safety training beyond the minimum required by law, and improving rider skills;

c) Boroughs allowing motorcycle access to their bus lanes, to aid consistency between highway authorities and reduce confusion and risk;

d) Educating other road users on the shared responsibility for safer motorcycle journeys, through communications and the promotion of driver skills training;

e) Supporting the police in targeting illegal and non-compliant behaviour that puts motorcyclists and pedstrians at risk.

## Guidelines Powered Two Wheelers

The Council will facilitate the use of motorcycles and scooters, in particular lower and zero emission vehicles, to further reduce reliance on the private car for local trips, by:

**G12a)** Ensuring that developers include measures to improve security by designing out crime, such as through the provision of secure Powered Two Wheeler parking both on-street and in developments;

**G12b)** Working with developers, the police, TfL and residents to design streetscapes that accord with Healthy Streets principles while reducing the ability for criminal activity such as scooter-related crime, and plans to reduce conflict with other road users and residents;

**G12c)** Ensuring that new developments provide motorcycle parking as directed by Schedule 11.C[41] of the Sutton Local Plan, adopting the same principles as for cycle parking in terms of visibility, signage and under cover, with the addition of a secure bar or metal railing to lock motorcycles to; and

**G12d)** Investigating the feasibility and suitability of Powered Two Wheelers using borough bus lanes (if needed).

40 Easy rider - Improving motorcycle safety on London's roads, London Assembly

41 Sutton Local Plan Appendix 2016 - 2031


# 13. Taxis and Private Hire Vehicles

**13.1** Taxis and Private Hire vehicles are an important part of London's integrated transport system, operating alongside the bus and rail network as a useful component to completing journeys, and may form part of a more sustainable longer distance multi-modal trip or be used where no convenient alternatives are available. They are demand responsive, providing 24/7 service and can respond to a wide range of needs.


**13.2** Taxi use accounts for just under 1.5% of all trips originating in Sutton each day, with an estimated 5,000 trips.

**13.3** TfL is responsible for licensing taxis and appointing taxi ranks on the public highway in all Greater London boroughs, with the exception of the City of London, and also for compliance and enforcement of regulations.

**13.4** Policy 18 of the Mayor's Transport Strategy states that The Mayor, through TfL, will seek to ensure London has a safe, secure, accessible, world-class taxi and private hire service with opportunities for all providers to flourish.


**13.5** Private hire firms such as Uber, Addison Lee and Lyft also require a TfL licence to operate but are not permitted to use taxi ranks, of which, there are three in Sutton. These are:

- High Street/Mulgrave Road (Sutton Station) 24 hours
- Marshall's Road, Sutton, Monday to Saturday operates 08:00 - 18.30
- Wrythe Lane (St. Helier Hospital) 24 hours

**13.6** Taxis have a role to play in local air quality issues, From January 2018 all new London taxis were required to be Zero Emission Capable, and from 1 November 2019 the available exemptions from the 15-year age limit for taxis (such as LPG conversions, historic/classic status and hardship/personal circumstances) were removed. As a result of this, TfL undertook to install 300 new rapid charge points by the end of 2020, and several have already been installed in Sutton (see Section 10). As technology improves, hydrogen-powered taxis may come forward and the Council will remain alert to the possible need for hydrogen filling stations to be introduced.

## Guidelines Taxis and Private Hire Vehicles

The Council will support measures to allow taxi and private hire services to move towards zero emission capability by:

**G13a)** Working with TfL, Source London and others to identify suitable locations for EV charging infrastructure for use by taxis;

**G13b)** For new housing developments, developers are required to provide electric vehicle charging facilities as set out in Guideline 6 of Table 11.4 in the Local Plan Appendix. This will allow taxi drivers resident in the borough to charge their vehicles at home if required; and

**G13c)** Also as part of Guideline 6, the Council will install on-street charging facilities in residential areas to allow EV users and EV taxi drivers with no off-road parking to charge at home overnight.


# 14. Car Clubs

**14.1** Car clubs can be effective in reducing car use and parking demand for new residential developments by enabling new residents to have access to a car without having to own one. They are identified in the Sutton LIP3 as a key tool in reducing growth in traffic in line with the Mayor's Transport Strategy targets, and are a Local Plan requirement for new housing developments over a certain size threshold in the borough. The Council's support for the expansion of car club schemes complements existing travel awareness and sustainable transport initiatives within the Borough in reducing the need for car ownership.


**14.2** A car club is a member-based service that provides access to self-service, pay-as-you-drive vehicles for short term use. The cars can be booked online 24/7 and are unlocked for drivers using measures such as a mobile phone, touchpad or smartcard. All of the usual issues of owning a car such as excise duty, insurance, repairs and servicing are avoided.

**14.3** Most car clubs provide petrol cars but many provide hybrid and electric cars in their fleets as well as small vans. In time the number of zero emission car club vehicles will grow in line with the Transport for London target, which is for at least 50% of the London car club fleet to be zero emission by 2025.

### Current Car Club Activity in Sutton

**14.4** The Borough has an existing car club network which will be supported and extended to provide alternatives to private car use for new development. There are presently two licensed operators in Sutton, using a mixture of on and off-street designated car club bays. These are Enterprise Car Club (part of the wider Enterprise Car Hire company) and ZipCar.

**14.5** See Page 94 (Car Clubs and New Development) for further information on implementation of car club vehicles at new developments. Considerations for S106 developer contributions are included in Appendix C.


### The Benefits of Car Clubs

**14.6** Although initially it may be thought that the introduction of car clubs will not help to promote sustainable transport, they need to be seen in terms of their impact on the travel patterns of members and the relationship between car ownership and car usage. The availability of car clubs will enable certain households to give up their own car or second car, and only use a car from the car club pool when required.

**14.7** One car club vehicle can serve multiple households meaning car ownership reduces, as does on street parking stress. Freeing up kerb side space in this way is beneficial to walkers and cyclists in numerous ways as it potentially allows more space for parklets, cycle hangars, cycle lanes and wider footways.

**14.8** Significant financial savings can be made by belonging to a car club, rather than buying and operating a private car. Savings of up to £1,000 to £1,500 per year are possible for people who drive less than 6,000 miles per year[42].

**14.9** According to data from the Carplus Annual Survey 2017/18[43] in London, the use of car clubs has influenced the deferral of approximately 100,000 future car purchases and the disposal of privately owned cars equates to the equivalent of 42,000 car free households in London. The average carbon emissions of the London car club fleet was 28% lower than the 2017/18 UK average and 2.3% lower than the previous year, and the London car club fleet now includes no diesel cars.

**14.10** The survey also suggests that London car club users have reduced the overall miles travelled compared to using their own car, in some cases up to 680 miles a year.


**14.11** Car clubs are particularly attractive to those people who make limited use of their cars, mostly in the evenings and at weekends, because of the more limited availability of public transport at those times. As car clubs also allow those households who would not otherwise be able to own and use a car to have

**14.12** Appendix C sets out the arrangements for introducing car club vehicles to new developments, including the scope of provisions and developer contribution arrangements.

## Guidelines Car Clubs

The Council will encourage and promote the use and growth of car club vehicles provision in the borough by:

**G14a)** Providing spaces for use by approved car club operators, and work with operators, TfL and charging providers to move towards a zero-emission car club fleet in the future, in line with Mayoral objectives;

**G14b)** Working with developers and car club operators to ensure that provision is made for car club operations in qualifying new developments, as set out in Schedule 11 of the Sutton Local Plan; and

**G14c)** Work with car club operators to increase coverage in areas outside those affected by new developments.

42 Is it cheaper to join a car club or own a vehicle in London?

43 London Car Club Survey 2017-18

## 15. Access for People with Disabilities

### Mayor's Transport Strategy Target for Sutton: Public Transport Mode Share

| Average journey time using the full and step-free network (minutes) | | | | | | |
|---|---|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | | | |
| Observed 2015 Average journey time using full network (minutes) | Observed 2015 Average journey time using step-free network (minutes) | Observed 2015 Time difference (minutes) | **Trajectory 2041 Average journey time using full network (minutes)** | **Trajectory 2041 Average journey time using step-free network (minutes)** | **Trajectory 2041 Time difference (minutes)** | **% change in travel time difference between 2015 and 2041** |
| 94 | 101 | 7 | **85** | **88** | **3** | **-56%** |

**15.1** There are accessible buses in operation across 700 London bus routes, all fitted with low-level floors, wheelchair ramps and audiovisual announcers. Wheelchair users can travel free of charge on all Transport for London buses, and registered assistance dogs are also welcome on-board.

**15.2** London trams are highly accessible with priority seating for disabled and older passengers, and level access on the platform. Travel is free of charge for wheelchair users, and there are tactile markings along the platform edge for visually impaired visitors.

**15.3** Although five of the nine of the borough's stations are classified as step-free stations, only Sutton and, recently, Carshalton have step free access between platforms via lift. Belmont, Cheam, Hackbridge and Wallington have access to both platforms via separate entrances. West Sutton and Sutton Common stations have no step free access. Carshalton Beeches station has partial access only to the London bound platform. Worcester Park, which is located just outside the borough boundary, is now fully accessible following the installation of lifts.

**15.4** Sutton Community Transport has a fleet of accessible and standard minibuses and cars which may be used by member organisations and individuals anywhere within England, Scotland and Wales.

## Guidelines Access for People with Disabilities

Significant infrastructure improvements are necessary to ensure that those with mobility difficulties can benefit from public transport services, cycling and walking facilities. This includes ensuring that:

**G15a)** Continuing to lobby TfL, Train Operating Companies and Network Rail for improvements at all stations to achieve step-free access;

**G15b)** Ensuring major trip-generating uses are located in accessible locations to encourage walking, cycling and public transport use;

**G15c)** Where possible, the Council provides dedicated parking facilities for those with disabilities[44] to access all public transport services;

**G15d)** Disabled parking is available at appropriate locations to access the services provided, particularly at train stations, and that there is a step free route to access the service; and

**G15e)** Where electric vehicle charging points are provided on-street, physical infrastructure should not negatively affect pedestrian amenity and should ideally be located off the footway. Where charging points are located on the footway, it must remain accessible to all those using it including disabled people.


[44] Disability: As defined by the Equality Act 2010, a physical or mental impairment that has a 'substantial' and 'long-term' negative effect on a person's ability to do normal daily activities. The social model of disability defines disability as the effect of the barriers, discrimination and disadvantages faced by disabled people, not the impact of their specific impairment.


# 16. Age- and Dementia-Friendly Travel Options

**16.1** Sutton's demography is set to change over the coming decade. The number of people in retirement age is expected to increase by 40% between 2013 and 2031. The number of people over 75 years of age is expected to increase by 72% albeit from a small base (4,181 to 7,199) out of a total population of approximately 200,000. In addition, the number of people living with dementia in the borough is expected to rise by 66% (2,033 to 3,376) between 2013 and 2031. It is therefore important that transport and public realm schemes support the Council's ambitions to make Sutton an age and dementia-friendly borough.


## Making Sutton an Age-Friendly Borough

**16.2** Mobility is important for older people as it is beneficial to well-being. Access to reliable, affordable and safe transport helps older people maintain contact with friends and family and stave off loneliness and isolation. Travelling as part of the general public, rather than travelling separately, and having the opportunity to travel when you want to, rather than when you can, are most effective at avoiding loneliness and isolation. Mobility is also beneficial for physical well-being

**16.3** In terms of being age-friendly, public transport needs to provide:

- Accessibility on to a vehicle (low floor entry, handrails, priority seating and wheelchair space);
- Stop or station facilities (real-time information, audible announcements, visible and well-lit locations, protection from rain or sun and seating);
- Accessibility to a stop or station (well-maintained footpaths, level or low gradient footpaths, good crossing facilities); and,
- Drivers or guards with good attitudes to older people and considerate driving behaviour and who are generally helpful and informative.


## Making Sutton an Dementia-Friendly Borough

**16.4** For many people in the early stages of living with dementia, one of the first things they stop doing is driving, hence public transport is vital for continuing to be able to live an active life. When accessing public transport people living with dementia may experience the following difficulties:

- Forgetting where they are going, where to get off, where to change stations, or who to meet at the other end.
- Paying on ticket machines or recognising coins
- Recognising dangerous features or safety prevention such as the yellow line, gates, or out of access areas.
- Finding the word to ask for the ticket desk, toilets or the platform so may use different or odd words. Or, being able to access and understand information online.

### Progress Made and Further Actions to Take

**16.5** In recent years, considerable progress has been made to improve public transport for people with mobility problems, older people and people living with dementia, particularly in terms of accessibility on to and within vehicles and trains. However, the bus stop and station environments are areas where still need improvements are still needed as well as public transport staff training to help passengers living with dementia.

## Guidelines Age and Dementia-Friendly Developments

**G16a)** The Council will work with Transport for London to improve facilities at bus stops for older people and people living with dementia, such as improved lighting, weather protection, seating and pavement treatments.

**G16b)** The Council will work with Network Rail and the train-operating Companies to improve facilities at railway stations for older people and people living with dementia, such improved lighting, weather protection, seating and platform treatments and, in terms of access to stations, improved footpaths.

**G16c)** The Council will work with Transport for London and Network Rail to encourage more staff training and awareness towards people living with dementia.

# 17. Children's Travel

**17.1** Children are prioritised in the hierarchy of Sutton road users among other vulnerable groups. This is reflected in measures such as the number of pedestrian crossings and local schemes near schools.

**17.2** 20.7% of the borough's population are children aged 0-15[45]. The Council is working with schools to produce School Travel Plans (see Section 21) and encourage children to incorporate physical activity into their daily routine. Active travel is likely to be the easiest way for children to travel to school.

**17.3** Childhood obesity prevalence in Sutton (18.4%) is lower than Greater London (23.2%) and national (19.4%) average. The Public Health team in Sutton are working with local Clinical Commissioning Groups and schools to tackle obesity in schools and build a healthier, more active population.

**17.4** Children's safety is a key consideration and, as part of it, comfortable travel and safe play are top priorities. There is scope to use the off-road network to increase the number of children cycling to school and for leisure. This will also reduce the uptake of parents allowing children to cycle to school.

**17.5** The right infrastructure, training and support is required to give children confidence to walk and cycle. There is also scope to create a network of inter-connected "low-traffic neighbourhoods" with Sutton Metropolitan Town Centre at its heart, where children can play outside and School Streets[46].

**17.6** The Council has begun trial implementations of School Street schemes at several locations in the borough, where roads with schools on them are subject to temporary closure at drop off and pick times, which will be reviewed in light of responses to the consultation and other feedback received. These similar schemes in other boroughs have displayed a reduction in car use and increased safety and air quality for the local environment.

### Public Transport to School

**17.7** The Council has worked extensively with TfL, through the Bus Review and the Public Transport Liaison Group, to increase capacity on routes serving schools and address the issues of queuing children on footpaths and bus stops during peak times. Changes to bus provision during Covid and the withdrawal of children's travelcards will continue to impact on both bus patronage and traffic levels in the short to medium term, and it is important to discourage car travel for the school run in order to allow key workers and public transport to operate effectively.

45 London Datastore - Borough Profiles

46 School Streets

**17.8** Longer term, the increase in demand for school places and the opening and gradual expansion of new schools, such as the Harris Academy in Belmont, place further challenges where these also exist alongside other developments such as the London Cancer Hub. These challenges mean that working and effective school travel plans are vital, and supported by parents and children, not only to maximise the capacity and journey time reliability of public transport but also to contribute to the Council's child health and wellbeing and education objectives.

## 18. Transport Assessments and Statements

### What is a Transport Assessment?

**18.1** A Transport Assessment (TA) is a statutory document which accompanies a planning application for developments that are expected to have significant transport implications. A TA demonstrates how the development proposals are likely to impact on the local environment in transport terms and considers issues before, during and after construction, including what measures should be introduced to accommodate and mitigate the effects of trip generation from the site.

**18.2** The TA should demonstrate that the development will not have a negative impact on safety, cause congestion or lead to illegal or additional parking near the site of the proposed development. It must also show how it is likely to improve, provide and prioritise travel by walking; cycling and public transport and restrict travel by car.

**18.3** For smaller scale, but still significant, development proposals, a condensed Transport Assessment may be acceptable. This condensed Transport Assessment is referred to as a 'Transport Statement' throughout this SPD.

### When is a Transport Assessment required?

**18.4** Transport Assessments and Travel Plans will be required for all major development applications, while for smaller developments Transport Statements (TS) will be required. The thresholds as to whether a Transport Assessment, Transport Statement and/or Travel Plan will be required are set out in Appendix D.

**18.5** These thresholds should be used as guidelines and the requirement for either a TA or TS shall be assessed by the Council on a case-by-case basis. In some circumstances a TA may be appropriate for a smaller development than may be suggested initially by the thresholds. In others, a TS may be appropriate for a larger development than suggested by the thresholds.

**18.6** Transport for London's Spatial Planning team should be consulted on all planning applications and policy for developments deemed to be of strategic importance or which may affect TfL assets, services or infrastructure. This includes the generation of new trips on London's walking, cycling, public transport and road networks. TfL offers guidance and support on producing a TA.


### What should be included in a Transport Assessment?

**18.7** Applicants should set out how they propose to manage and mitigate the transport impacts of their development.

**18.8** The Council has developed a checklist to be used as a guide in preparing a TA or TS, as outlined in Appendix E. Applicants are advised to discuss the scope and content of their TA with the Council at an early stage.

**18.9** More detailed guidance on TAs can be found in TfL's 'Transport Assessment Best Practice Guidance'[47].

**18.10** A Travel Plan should be submitted with the TA or TS. The Travel Plan is a strategy to be implemented when the development is completed to indicate how to manage travel flows to and from the site, reduce transport impacts of the development and deliver sustainable transport objectives.

**18.11** When determining the transport elements of a proposal (such as on-site parking layout and access arrangements) and assessing the impacts of the development on the transport network, applicants should ensure compliance with the guidelines in this document and the policies of the Sutton Local Plan.

**18.12** For major applications, pre-application discussions with the Council regarding the Transport Assessment are strongly recommended. This will enable both parties to explore any 'site specific' issues in relation to the proposal, together with what the final Transport Assessment will need to address, and should aid the planning application process.

[47] Guidance for planning applicants - Transport Assessments, TfL

# 19. Construction Logistics Plans (CLPs)

**19.1** Sustainable travel in relation to new homes, retail and industrial sites should begin with the construction of the development. Aside from reducing the impact of construction traffic on the borough's roads, it should also reduce the potential for disruption to nearby developments, homes, businesses and schools during the construction phase. This has been an ongoing source of concern, both in recent large schemes and also at the planning stage, where the prospect of construction traffic for new housing and schools has added to objections from local residents.

## What is a Construction Logistics Plan?

**19.2** A CLP focuses on construction supply chains for new developments, and how their impact on the road network can be reduced. This makes them an important management tool for planners, developers and construction contractors. The construction supply chain covers all movements of goods, waste and servicing activity to and from site.  car.

**19.3** A CLP differs from other construction plans such as Construction Management Plans (CMPs) or Construction and Environmental Management Plans (CEMPs) in that CLPs are developed earlier in the planning process and focus specifically on logistics. However, the information and measures outlined in the CLP can be included in the other plans as they are developed.

## When is a Construction Logistics Plan required?

**19.4** Local authorities have a statutory responsibility to minimise disruption to nearby residents and the local economy during the construction stage of a development. This is captured in a range of statutory requirements and best practice guidance, some of which apply to the planning process. An element of these requirements includes producing CLPs as part of a suite of plans designed to ensure sustainable development.

**19.5** The Mayor's Transport Strategy promotes the use of CLPs as a 'travel plan that aims to improve the sustainability of construction freight movements, by establishing site management and procurement processes to reduce the impact of construction traffic on the street network.'

## What should be included in a Construction Logistics Plan?

**19.6** A CLP provides the framework for understanding and managing construction vehicle activity into and out of a proposed development, encouraging modal shift and reducing overall vehicle numbers. A full assessment of all phases of construction should be included and detail on:

- The amount of construction traffic generated;
- The routes the construction vehicles will use;
- The impact on relevant community considerations and an effective communications plan to keep local residents informed;
- Any traffic management that will be in place; and,
- Any policies which encourage modal shift.

**19.7** There are two types of CLPs that may be required:

- An outline CLP would normally accompany the planning application, to give the Council an overview of the expected logistics activity during the construction programme.
- A detailed CLP would be submitted as part of the discharge of conditions stage following granting of planning consent, to provide the Council with detail of the logistics activity expected during the construction programme.

**19.8** Further guidance on writing CLPs can be found in TfL's Guidance on Delivery Servicing Plans[48].

## Guidelines Construction Logistic Plans

**G19a)** Developers will agree CLPs as required by the Council in a way that mitigates impact on the road network, residents and businesses, including coordination with other site developments in the vicinity and clear communications to keep residents and interested parties informed.


48 Guidance for planning applicants - Freight, TfL


# 20. Delivery Servicing Plans

## What is a Delivery Servicing Plan?

**20.1** Delivery and servicing activities can affect the efficiency of on-site operations, on- and off-site safety, congestion levels on surrounding roads and the amenity of the area. Delivery Servicing Plans should outline how applicants for new developments propose to reduce the impact of delivery servicing operations when a development is completed, and throughout the life of the development.

## When is a Delivery Servicing Plan required?

**20.2** Applicants are required to submit a Delivery Servicing Plan where the development involves significant or disruptive servicing activities, and where a full Travel Plan is required to be submitted with an application for a non-residential development.

**20.3** In accordance with the London Plan, all planning applications which are referable to the GLA should be accompanied by a Delivery and Servicing Plan and a Construction Logistics Plan (CLP).

**20.4** Applicants for proposed non-residential development required to provide a Travel Plan Statement may also be required to submit a Delivery Servicing Plan, where deliveries cannot be accommodated safely on site, or where a strategic transport route will be affected. This requirement for a Delivery Servicing Plan should be agreed with the Council on a case-by-case basis and the Council encourages developers to engage in pre-application discussions to determine requirements for a Delivery Servicing Plan.

**20.5** During the Covid pandemic the Government has relaxed rules around hours of servicing and delivery for key businesses, including retail convenience shops selling essential goods.

## What should be included in a Delivery Servicing Plan?


**20.6** Delivery Servicing Plans should contain a range of measures that outline how the development will minimise the impact of delivery and servicing activities on the surrounding highway network when the development is operational. Delivery Servicing Plans should demonstrate a process of surveying and analysing delivery and servicing activities on site (gathering information) leading to the identification of measures to consolidate, manage, and improve delivery and servicing activities. It should also include identifying the most appropriate route for delivery vehicles to and from the development site.

**20.7** Although the surveying of delivery and servicing activities can only take place when the site is operational, applicants will need to demonstrate how a range of measures may be implemented to reduce the impact of delivery and servicing activities from the first day of operations, and submit these to the Council in an Outline Delivery Servicing Plan.

**20.8** The process for submitting a Delivery Servicing Plan comprises three key stages:

**Stage 1:** Submit an 'Outline Delivery Servicing Plan' with the Travel Plan for the site (to be submitted as part of the planning application). A snap-shot of the issues that should be addressed in the outline Delivery Servicing Plan are included in Appendix F.

**Stage 2:** A survey of delivery and servicing activities should be carried out after the development has been operating for six months. The revised Delivery Servicing Plan (which considers the information gathered from surveys and makes necessary amendments to the outline Delivery Servicing Plan) should be submitted to the Council within one year of operations commencing on site.

**Stage 3:** Monitoring of delivery and servicing activities and revisions to the Delivery Servicing Plan initiatives and targets (integrated with the Travel Plan where appropriate).

**20.9** Further guidance on Delivery Servicing Plans can be found in TfL's Guidance on Delivery Servicing Plans[49].


49 Guidance for planning applicants - Freight, TfL

# 21. Travel Plans

## What is a Travel Plan?

**21.1** A Travel Plan is a group of initiatives/measures brought together to assist in managing the transport needs of an organisation (business, school), leisure facility (stadium etc) or residential development. The main objective of a Travel Plan is to promote sustainable travel choices and reduce the use of single occupancy vehicles. The Council promotes the use of Travel Plans to assist in meeting the wider aims of sustainable development, reducing congestion, improving road safety, promoting healthier and more sustainable travel and improving air quality. Travel Plans are better viewed as dynamic: a continuing process rather than a one-off document.

**21.2** From the employer and employee point of view, there are cash savings, with the surface level parking costing typically £500 per annum and multi-deck or covered facilities considerably more. Travel Plans can aid employee and customer recruitment and retainment, improve an organisation's image and public relations, reduce employee stress and absenteeism through healthier forms of travel, encourage flexible working practices and produce a fair approach to travel subsidy.

## Full Travel Plan

**21.3** In the case of development proposals where the proposed use and accessibility needs are known, a Full Travel Plan will be appropriate. This would include targets and clear outcomes along with measures to ensure that these can be achieved. Monitoring procedures and promotion and marketing strategies will also be included.


**21.4** Developments such as schools, residential, single occupier retails units, health centres, restaurants etc. will all require Full Travel Plans to be prepared and submitted as part of the formal planning application even if that application is in Outline form.

**21.5** Any uncertainty of an end user of a development does not necessarily mean that a Full Travel Plan is not required as the proposed use and general accessibility needs can be identified.

## Travel Plan Statement

**21.6** A Travel Plan Statement is a simple form of travel plan for smaller developments and can be used where there is a need to encourage sustainable forms of travel but a full travel plan would not be required. It should set out the existing conditions within and near to the development and contain a commitment to promote sustainable travel. It also sets out objectives and measures to encourage travel by sustainable modes.




## When is a Travel Plan Statement required?

**21.7** Developers are encouraged to consult with the Council and, where appropriate, Transport for London and other relevant bodies at an early stage, preferably before submission of a detailed (or outline) planning application, to establish whether a Travel Plan is required. Consultation is important as it may influence the design of any final scheme. All major developments comprising dwellings, jobs, shopping, leisure and services are assessed using the same thresholds as are set out in Appendix D.

**21.8** In addition, information gained through the Transport Assessment may inform the formulation of a Travel Plan. Where the development is likely to be refused planning permission due to harmful transport impacts, it may be possible for a Travel Plan to mitigate these impacts. Where planning consent is subject to transport infrastructure requirements, it may be possible for the developer to offer a Travel Plan with stringent targets and outcomes as an alternative to all or part of these improvements.

## What should be included in a Travel Plan Statement?

**21.9** A Travel Plan should contain a package of measures to encourage alternative and more sustainable modes of transport to be used for commuting, school journeys, business and leisure trips. These could include buses, trains, bicycles, walking, motorcycles, car sharing and car pools. This applies equally to journeys made during the course of work/school/college or to visitors/customers to the development. The Travel Plan will contribute to influencing a modal shift and will be an increasingly important component of the Transport Assessment as set out in Chapter 18. The Council provides a preferred Travel Plan structure as outlined in Appendix F.

**21.10** A successful Travel Plan will:

- Offer users (employees, members, students, residents) a choice of travel modes to and from the site and should detail the proposed methods/incentives to be used to encourage more sustainable patterns of movement. The document sets out the current position, the desired position and the method(s) by which the desired position will be reached. Targets will normally be incorporated and detailed for a minimum number of years
- Benefit from continual monitoring, review and adjustment. It requires integration into other management procedures and policies and a clear demonstration of senior management commitment and support.
- Help to reduce congestion, parking blight and other traffic-related pollution for the residents of and visitors to Sutton, there are also significant benefits to be enjoyed by the implementing organisations.



### Extensions

**21.11** It is difficult to apply rigid thresholds where an extension (either on site or off site) is proposed for an existing use. Some businesses develop 'incrementally' through extensions to existing premises or by developing on physically separate sites. Over time the transport impacts of the original use can change substantially. In these circumstances the introduction of a Travel Plan may allow organisations to re-assess the costs and benefits of their existing travel patterns.

### Multi-Occupation of One Site

**21.12** Numerous small developments on one site may individually not require a Travel Plan, but together the cumulative transport implication means an 'umbrella' Travel Plan will be required for the entire site. This will require each occupier and new occupiers to prepare and implement subsidiary Travel Plans as appropriate to their particular use and travel characteristics. It should be administered by an agent of the developer/site manager.

### Monitoring

**21.13** Costs and methods of monitoring the Travel Plan will be met by the developer/occupier as agreed in the Section 106 Agreement or other agreements.

## School Travel Plans

**21.14** The average journey to school is less than one kilometre, or a 10-minute walk. However, many of these journeys are made by car, leading to local congestion at peak times of the day as well as decreased air quality and public health concerns.

**21.15** As noted in Section 5.10, 8% of Sutton's 4-5 year olds and 20% 10-11 year olds are classified as obese, and similar proportions of secondary school pupils in Sutton are classed as overweight. Walking to and from school would not only help towards the Mayor's Transport Strategy target of 63% of borough residents travelling by sustainable means but also to meet Mayor's Transport Strategy Outcome 1a - residents doing at least 20 minutes of active travel each day, as well as Chief Medical Officers' guidance[50] which sets out that children should do at least 60 minutes of physical activity a day.

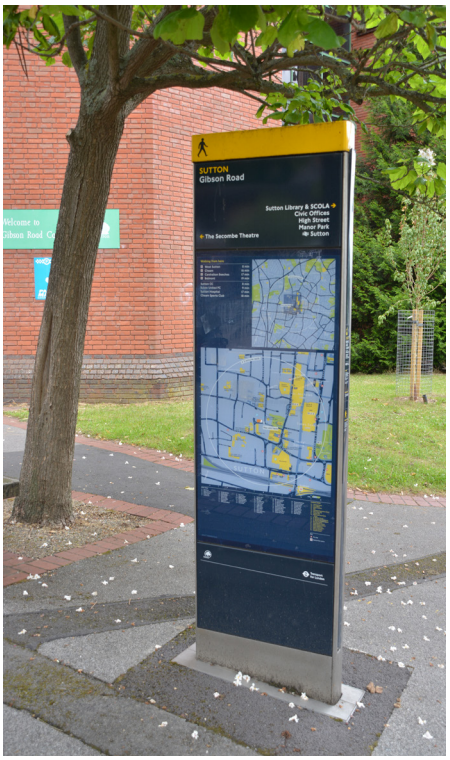
**21.16** A school travel plan is a document produced by the school community which explores how pupils, staff and visitors travel to and from the school. It contains plans intended to promote and facilitate active, healthy, safe and sustainable travel to school as an alternative to short, single occupancy car journeys.

50 UK Chief Medical Officers' Physical Activity Guidelines

**21.17** 38% of Sutton's schools have an accredited travel plan in place and, with new schools required to manage the growing population and demand for school places, all new schools will be required to provide and develop a travel plan as part of the planning application process, as will schools undergoing expansion.

**21.18** Too many school travel plans have fallen into disuse in the past, or their development and upkeep entrusted to a single teacher or other member of staff. To maximise the profile of the travel plan, and ensure that its key messages and objectives are promoted and monitored, a senior member of staff such as the headteacher should be involved in its development, and a School Travel Champion appointed to manage and monitor the plan. Ideally the school governing body should also be involved in the development of the plan and monitor its progress.

**21.19** London schools with travel plans use the STARS system[51], which is TfL's accreditation scheme for schools, nurseries and colleges. It is designed to inspire young Londoners to travel to school sustainably, actively, responsibly and safely by championing active travel behaviours like walking, scooting and cycling. The programme supports the Healthy Streets initiative as it aims to improve pupil's well-being as well as reducing congestion at the school gates and improving road safety and air quality.




**21.20** Schools lobbying for school streets, additional crossings or safety improvements in the area local to the school will be expected to have an up to date School Travel Plan in place. They will also be expected to continue to monitor the impact of any measures once implemented, using for example travel to school modal share or parent surveys, both to ensure that the measures are appropriate but also to continue to encourage sustainable travel to and from school.

51 STARS – Sustainable Travel: Active, Responsible, Safe, TfL


# 22. Parking Management Plans

## What is a Parking Management Plan?

**22.1** A Parking Management Plan is a long-term strategy for allocating, managing, and monitoring on-site parking. Development proposals should show how on-site parking will be operated, managed, and monitored to reduce user conflicts and the inefficient use of the parking area.

**22.2** Relevant issues may include how parking is allocated to residential units and the protection of disabled parking spaces and electric vehicle charging points and spaces from unauthorised use. In circumstances such as those outlined above, parking should be allocated, managed and monitored to ensure it is used as planned. In these instances, Parking Management Plans are required to ensure the effective and sustainable management and use of available parking spaces.

## When is a Parking Management Plan required?

**22.3** Development proposals may be required to include a Parking Management Plan in the following instances:

a) Where the development has parking spaces designated for particular uses (e.g. disabled parking, parking with electric vehicle charging infrastructure, car club, secure cycle parking facilities);

b) Where the development has parking spaces that need to be allocated (e.g. a residential development with parking spaces that will be allocated to residential units, or mixed use developments where parking will need to be allocated to each proposed use);

c) Where there is potential for misuse of on-site parking spaces or parking overspill from the parking area, which would have a detrimental effect on highway safety, parking, or congestion on the surrounding highway network or any road network internal to the development;

d) Where operational issues are of importance, for example, where the use of parking spaces is time-limited or the car park has defined opening and closing times; and

e) Non-residential developments that do not provide dedicated parking and loading spaces for delivery and servicing activities. Please note: where a Parking Management Plan would not otherwise be required, and the development is required to submit a Delivery Servicing Plan, the applicant will not be required to submit a Parking Management Plan if they outline in the Delivery Servicing Plan how parking and loading activities for delivery and servicing vehicles will be carried out for the site.


## What should be included in a Parking Management Plan?

**22.4** The level of detail required in the Parking Management Plan will depend on the scale and complexity of the development. The Parking Management Plan should be submitted with the planning application, and accompany the Travel Plan or Transport Assessment where one is required. However, the Council encourages developers to engage in pre-application discussions to determine requirements for Parking Management Plans.

**22.5** Parking Management Plans should address the following issues:

- How parking spaces will be allocated, e.g. to residents, staff, and visitors;
- How secure cycle facilities will be managed;
- How the use of parking areas and spaces, and issues arising from their use, will be monitored and addressed. Of particular importance is to demonstrate how the misuse of parking spaces will be managed, monitored, and prevented; such as spaces allocated for disabled uses and electric vehicles (e.g. enforcement actions).;
- How the risk of obstructive parking will be reduced;
- Where there are no dedicated parking spaces provided for delivery and servicing activities, how these activities will be conducted on site;
- If appropriate, operational issues and controls, e.g. public car park opening and closing times, and how access is to be controlled (e.g. barriers, gates and how they will be operated); and
- How to ensure that on-site parking layouts have been robustly tested to ensure they are capable of accommodating all peak demand for trips without queuing on the public highway, interfering with traffic flows or endangering highway safety.

# Seven Monitoring


**23.1** To allow the Sustainable Transport Strategy to be measured, the Council will use the Mayor's reporting on the Mayor's Transport Strategy targets and outcomes, as set out throughout this document, the LIP3 monitoring arrangements as well as monitoring the progress of specific schemes set out in the guidelines.

**23.2** By nature there is no straightforward means of measuring levels of activity such as walking as it depends on the start and end point of a walking trip and whether walking is used to complete part of a longer trip, i.e. walking to a bus stop. However, data derived from recent Census releases (2011) and TfL's annual 'Travel in London' reports, using the London Travel Demand Survey (LTDS) will offer a good indication of activity. This will continue to be the case and updated as new information sources become available.

**23.3** Progress on targets and the delivery of guidelines will be published annually alongside the LIP reporting process. These reports will also identify areas where either further work is needed or a different approach might be required to achieve the targets.

**23.4** This strategy will be reviewed in its entirety every five years to enable the inclusion of new findings and research, and any issues that have become apparent since it was first produced. This will also provide an opportunity to examine the achievability of targets and review them if necessary.

# Appendix A: Developer Checklist

### Walking

**G5e)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the place-based projects in the Sutton Public Realm Design Guide Supplementary Planning Document (adopted January 2020).

**G5f)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the Liveable Neighbourhoods schemes.

**G5g)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to investigate the feasibility of an off-road walking connection from Beddington Village to Carshalton Village.

**G5l)** The Council will work with landowners, developers, infrastructure providers and funding agencies to enhance the network of Green Chains, as set out in the Local Plan.

### Cycling

**G6g)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the place-based projects in the Sutton Public Realm Design Guide Supplementary Planning Document (adopted January 2020).

**G6h)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to implement the Liveable Neighbourhoods schemes and to bid for and implement future schemes where possible.

### Bus travel

**G7a)** The Council, landowners, developers, infrastructure providers and funding agencies will work together to promote ease of access to bus services in the borough. Ensuring ease of access and improvements for disabled people and those who are mobility impaired will be a priority for the Council when accessing planning applications.

**G7b)** For larger developments, the Council will expect to see these considerations outlined in the Transport Assessment and/or Design and Access Statements with cost solutions and improvements included in the analysis if appropriate.

### Tram

**G9b)** The Council will maintain safeguards on preferred tram routes and ensure that planning applications for developments have no implications for future Sutton Link development & construction. New developments along safeguarded routes must take future tram operation into account in design, construction, delivery, servicing and access/egress for residents.

### ULEV and Electric Vehicle Charging

The Council will promote the use of ultra-low emission vehicles by:

**G10a)** Working with developers to ensure that charging points, both active and passive provision, are provided for new developments in accordance with the standards set out in Appendix 11C of the Sutton Local Plan.

**G10b)** Ensuring that, where electric vehicle charging points are provided on-street, the physical infrastructure should not negatively affect pedestrian amenity and should ideally be located off the footway. Where charging points are located on the footway, it must remain accessible to all those using it including disabled people.

### Freight and Delivery

**G11b)** Encourage low and zero emission vehicle use for last mile deliveries, including electric vans and cargo bikes, where appropriate and feasible.

**G11c)** Require developments which may result in significant or disruptive servicing activities to incorporate delivery and servicing plans to reduce conflict with other road users and residents.

### Powered Two Wheelers

The Council will facilitate the use of motorcycles and scooters, in particular lower and zero emission vehicles, to further reduce reliance on the private car for local trips, by:

**G12a)** Ensuring that developers include measures to improve security by designing out crime, such as through the provision of secure Powered Two Wheeler parking both on-street and in developments.

**G12b)** Working with developers, the police, TfL and residents to design streetscapes that accord with Healthy Streets principles while reducing the ability for criminal activity such as scooter-related crime, and plans to reduce conflict with other road users and residents.

**G12c)** Ensuring that new developments provide motorcycle parking as directed by Schedule 11.C of the Sutton Local Plan, adopting the same principles as for cycle parking in terms of visibility, signage and under cover, with the addition of a secure bar or metal railing to lock motorcycles to.

### Taxis and Private Hire

**G13b)** For new housing developments, developers are required to provide electric vehicle charging facilities as set out in Guideline 6 of Table 11.4 in the Local Plan Appendix. This will allow taxi drivers resident in the borough to charge their vehicles at home if required.

### Car Clubs

**G14b)** Working with developers and car club operators to ensure that provision is made for car club operations in qualifying new developments, as set out in Schedule 11 of the Sutton Local Plan.

### Access for People with Disabilities

Significant infrastructure improvements are necessary to ensure that those with mobility difficulties can benefit from public transport services, cycling and walking facilities. This includes ensuring that:

**G15b)** Ensuring major trip-generating uses are located in accessible locations to encourage walking, cycling and public transport use.

**G15e)** Where electric vehicle charging points are provided on-street, physical infrastructure should not negatively affect pedestrian amenity and should ideally be located off the footway. Where charging points are located on the footway, it must remain accessible to all those using it including disabled people.

### Construction Logistic Plans

**G19a)** Developers will agree CLPs as required by the Council in a way that mitigates impact on the road network, residents and businesses, including coordination with other site developments in the vicinity and clear communications to keep residents and interested parties informed.

# Appendix B: Mayor's Transport Strategy Outcomes

| Overall Target for London and Sutton: Public Transport Mode Share | | | | |
|---|---|---|---|---|
| **London-wide Aim: 80% walking, cycling or using public transport** | | | | |
| **Percentage mode share for public transport, walking and cycling by Sutton resident, based on average daily trips** | | | | |
| **Sutton observed** | | | **Sutton target / trajectory** | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 43 | 46 | 45.1 | **48** | **63** |
| **Supplementary Baseline Information**<br>**Sutton residents' trips % mode share (main mode) based on average daily trips 2015/16 to 2017/18** | | | | |
| Walking | | 24.2 | Car/Motorcycle | 53.9 |
| Cycling | | 1.3 | Taxi | 1.1 |
| Using National Rail/Overground | | 7.0 | | |
| Underground/DLR | | 3.4 | | |
| Bus/Tram | | 9.3 | | |
| **SUSTAINABLE MODES** | | **45.1** | **UNSUSTAINABLE MODES** | **54.9** |

| Outcome 1: London's streets will be healthy and more Londoners will travel actively | | | | |
|---|---|---|---|---|
| **Indicator 1a: Percentage of Sutton residents doing at least two x10 minutes of active travel a day (or a single block of 20 minutes or more)** | | | | |
| **Sutton observed** | | | **Sutton target / trajectory** | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | **2021** | **2041** |
| 28 | 28 | 25 | **36** | **70** |

| Indicator 1b: Percentage of population within 400m of strategic cycle network by borough | | | |
|---|---|---|---|
| **Sutton observed** | | **Sutton target / trajectory** | |
| 2016 | 2018 | **2021** | **2041** |
| 0 | 0 | **24** | **37** |

| Outcome 2: London's streets will be safe and secure | | | | | | | |
|---|---|---|---|---|---|---|---|
| **Indicator 2: Vision Zero - Deaths and serious injuries from all road collisions to be eliminated** | | | | | | | |
| **Sutton observed (revised data)** | | | | | **Sutton target / trajectory** | | |
| 2005-09 baseline | 2010-14 baseline | 2015 | 2016 | 2017 | **2022** | **2030** | **2041** |
| 124 | 74 | 42 | 47 | 61 | **43** | **22** | **0** |

| Outcome 3: London's streets will be used more efficiently and have less traffic on them | | | | | | | |
|---|---|---|---|---|---|---|---|
| Indicator 3a: Annual vehicle kilometres (millions) | | | | | | | |
| Sutton observed (revised data) | | | | Sutton target / trajectory | | | |
| 2014 | 2015 | 2016 | 2017 | % change by 2021 | 2021 | % change by 2041 | 2041 |
| 615 | 614 | 628 | 626 | 0 | 614 | -0.05 (low)<br>-0.10 (high) | 583 (low)<br>553 (high) |

| Indicator 3b: Number of cars owned by Sutton residents | | | | |
|---|---|---|---|---|
| Sutton observed | | | Sutton target / trajectory | |
| 2015 | 2016 | 2017 | 2021 | 2041 |
| 92461 | 93540 | 93815 | 90400 | 86900 |

| Outcome 4: London's streets will be clean and green | | | |
|---|---|---|---|
| Indicator 4a: CO2 emissions (in tonnes) from road transport | | | |
| Sutton observed | | Sutton target / trajectory | |
| 2013 | 2016 | 2021 | 2041 |
| 115,300 | 112,200 | 99,000 | 26,900 |

| Indicator 4b: NOx emissions (in tonnes) from road transport | | | |
|---|---|---|---|
| Sutton observed | | Sutton target / trajectory | |
| 2013 | 2016 | 2021 | 2041 |
| 390 | 320 | 170 | 20 |

| Indicator 4c: PM10 emissions (in tonnes) from road transport | | | |
|---|---|---|---|
| Sutton observed | | Sutton target / trajectory | |
| 2013 | 2016 | 2021 | 2041 |
| 44 | 40 | 36 | 20 |

| Indicator 4d: PM2.5 emissions (in tonnes) from road transport | | | |
|---|---|---|---|
| Sutton observed | | Sutton target / trajectory | |
| 2013 | 2016 | 2021 | 2041 |
| 24 | 21 | 18 | 10 |

| Outcome 5: The public transport network will meet the needs of a growing London | | | | |
|---|---|---|---|---|
| Indicator 5: Public Transport (Rail, Underground/DLR, Bus/Tram) Trips per day (000s) | | | | |
| Sutton observed | | | Sutton target / trajectory | |
| 2013/14 - 2015/16 | 2014/15 - 2016/17 | 2015/16 - 2017/18 | 2021 | 2041 |
| 89.8 | 93.95 | 88.73 | 109 | 158 |

| Outcome 6: Public transport will be safe, affordable and accessible to all | | | | | |
|---|---|---|---|---|---|
| **Indicator 6: Sutton residents will be able to travel spontaneously and independently** | | | | | |
| **Sutton observed** | | | **Sutton target / trajectory** | | |
| 2018<br>Average journey time using full network (minutes) | 2018<br>Average journey time using step-free network (minutes) | 2018<br>Time difference (minutes) | **2041<br>Average journey time using full network (mins)** | **2041<br>Average journey time using step-free network (mins)** | **2041<br>Time difference (minutes)** |
| 93.78 | 99.96 | 6.18 | **84.89** | **88.05** | **3.15** |

| Outcome 7: Journeys by public transport will be pleasant, fast and reliable | | | | | |
|---|---|---|---|---|---|
| **Indicator 7: Bus speeds (mph) in Sutton** | | | | | |
| **Sutton observed** | | | **Sutton target / trajectory** | | |
| 2015/16 | 2016/17 | 2017/18 | **Percentage change by 2041** | **2021** | **2041** |
| 11.27 | 11.04 | 10.92 | **0.15** | **11.67 (high)<br>11.4 (low)** | **12.96 (high)<br>11.8 (low)** |

# Appendix B: S106 Agreements / Developer Contributions for Car Clubs

## Introduction

The Council's Planning Obligations SPD[45] sets out other contributions which may be required, including transport works and contributions towards sustainable transport. Sections 18 and 21 of this document (Transport Assessments and Travel Plans) and associated appendices provide a comprehensive means of assessing and addressing the transport impacts of a proposal. This guidance includes information on car sharing.

Note - at the time of writing there are proposals to reform the planning system in England. The White Paper 'Planning for the Future'[46] was published in August 2020 and includes proposals to replace the Community Infrastructure Levy and s.106 contributions with a single Infrastructure Levy, based on a nationally set, value based flat rate. Until such changes receive parliamentary approval the guidance in this STS will continue and will be reviewed in due course.

Applicants are expected to enter pre-application discussions as early as possible where the size of the development, or the local circumstances mean that car club contributions will be required.

The Council will require the developer to enter into a Section 106 (S106) Agreement with the Council to provide for either:

- the establishment and operation of new car vehicles within or adjacent to the development site; or
- to extend and assist in the operation of an existing car club within walking distance of the development site.

The applicant will be required to include an agreement with the operator with their planning application. The agreement will indicate the value of financial contribution which might be required in order to establish the recommended number of car club vehicles, and whether they will be providing car club spaces or, where agreed, contributing towards an existing operation nearby.

## Level and Type of Contribution

As a guide to developers, the level of contribution specified in any agreement should relate to the size of the development and the number of car club vehicles needed to meet residents' travel needs. The developer is likely to be required to contribute towards:

- the actual cost of providing parking spaces for car club cars. This could include the cost of signage, lighting, security such as CCTV, and the cost of preparing Traffic Management Orders including statutory advertising and public consultation. In some cases these costs will be part of the development costs where spaces are within the development. In other cases, where car clubs within the highway or other land such as car parks, the costs will need to be paid in full by the developer to the Council.
- a contribution to allow qualifying residents of the development to gain free or subsidised access to car club cars (in the form of a membership or a specified amount of free or subsidised mileage/ usage) over an initial period (normally two years). This will guarantee a level of funding for the operator and is likely to ensure a high level of usage of car club vehicles. Contributions towards membership/usage of the car club for subsequent years will normally only be sought where a car club operator can demonstrate that the car club will not be viable without additional support. The overall level of contribution will normally be negotiated between the developer and the operator, subject to the agreed duration of the subsidy as specified in any S106 Agreement. The contribution would be payable directly to the car club operator.

[45] Planning Obligations Supplementary Planning Document, LB Sutton

[46] Planning for the future, gov.uk

- possible contribution to the Council to cover the cost of extending on street parking controls in the vicinity of the site and adding the development to the Council's list of 'permit free' addresses.
- publicity, promotion and staff costs for specific activities, associated with the introduction of the scheme. This might include costs paid to the operator to promote the car club, prior to occupation of the development.

It should be noted that contributions may need to be adjusted to reflect increased costs over time. In the case of larger phased developments the level of contribution provided by the developer could be phased over the period of the development, and as a result the number of car club vehicles introduced in corresponding phases. In such instances subsequent future payments may need to be index-linked to the RPI from the date of agreement to the date of actual payment. The developer may be required to deposit a bond with a reputable insurance company for the sum of the value of the car club contribution.

## Scope of S106 Agreement provisions for car clubs

Although S106 Agreements will vary, all will include some or all of the following issues:

- A requirement to establish an agreement with a licenced operator;
- The length of time the developer will subsidise the club;
- Date of first operation of the club;
- The level and type of contribution and number of car club cars to be provided;
- Default arrangements in the event of the car club failing or withdrawing its vehicles from the site; and
- Ownership of car club parking spaces.

If the ownership or management of the development site is transferred within the period of the agreement, the obligations and liabilities of the agreement would need to be transferred to the new owners / management group of the site. This is particularly relevant in larger and/or phased developments.

Continuous monitoring and reporting is essential for ensuring the car club service is effective. The operator is responsible for providing usage and other monitoring information to the Council. The applicant or developer will be required to assist the operator where necessary to do so.

It will be expected that yearly monitoring will be undertaken by the car club operator, with the results reported to the Council. Key aspects to be monitored include:

- The number of new members approved;
- Number of new enquiries;
- Number of vehicles available under the scheme;
- Utilisation rate for all vehicles;
- Number of completed trips / distance travelled;
- Number of formal complaints, nature and response.

In cases where the car club operation has been agreed as part of a broader travel plan for the development, monitoring surveys and results will also need to be undertaken using TfL's standardised methodology iTRACE.

## Car Clubs and New Development

The best time to influence travel behaviour is when residents first move into or utilise a new development so requirements for car clubs should be implemented from the first occupation of the site.

Appendix 11 of the Sutton Local Plan outlines requirements for the provision of car clubs for residential developments. The paragraphs below clarify and elaborate on these requirements. This Appendix sets out the scope and content of a Section 106 agreement for a car club.

Developments exceeding the minimum number of dwellings or parking spaces set out in the Sutton Local Plan are expected to be able to accommodate car club vehicles within the development, using one of the CoMo-accredited operators (licenced by the Council to operate in the borough). If the development is smaller and more constrained, such as in Sutton Town Centre where car-free developments will become more common, the developer may be required to sponsor on-street car club spaces, or to contribute to the extension of an existing club within easy walking distance of the site. This may also be desirable where membership is to be extended to adjoining residents and businesses, or where a development does not meet the Local Plan minimum threshold for provision of car parking spaces, but local circumstances suggest that spaces or a contribution would be beneficial. Regardless of the size of the development, car club cars should be easily accessible, and the allocated bays should be in a visible location.

Although car clubs are more commonly associated with residential development, the Council welcomes schemes based on one or more employers using car clubs to reduce business trips. In addition, there are benefits in combining residents' and business use of car clubs. Business use of the vehicles during the daytime when demand from residents is fairly low is likely to ensure the viability of any car club scheme.

The provision of spaces for, or contribution towards, a car club will not be sufficient on its own to ensure that a development will gain planning permission. The provision or contribution towards a car club does not remove or replace the requirement to comply with other Local Plan or planning policy standards and policies, and so not every development can be made acceptable through the provision of a car club.


# Appendix C: Transport Assessments and Statements Thresholds

| Land Use | Not Required | Transport Statement | Transport Assessment |
|---|---|---|---|
| B2 Industrial | <20 Staff<br><2500m$^2$ | >20 Staff<br><2500m$^2$ | 2500m$^2$ |
| B8 Warehousing and Distribution | <20 Staff<br><2500m$^2$ | >20 Staff<br><2500m$^2$ | 20 employees or<br>2500m$^2$ |
| C1 Hotels | <15 Staff<br><40 beds | >15 Staff<br><40 beds | 40 beds |
| C2 Residential institutions – hospitals, nursing homes | <30 beds | 30 - 50 beds | 50 beds |
| C2 Residential institutions – residential education | <50 students | 50 - 150 students | 150 students |
| C2 Residential institutions – institutional hostels | <250 residents | 250 - 400 residents | 400 residents |
| C3 Residential | <50 units | 50 - 80 units | 80 units |
| E Non-food / Retail | <800m$^2$ | 800 - 1500m$^2$ | 1500m$^2$ |
| E Cafe or Restaurant | <20 Staff<br><300m$^2$ | >20 Staff<br><2500m$^2$ | 2500m$^2$ |
| E Offices (other than Financial and Professional Services) and<br>E Research and development of products or processes | <20 Staff<br><1500m$^2$ | >20 Staff<br><2500m$^2$ | 2500m$^2$ |
| E Financial and Professional Services | <1000m$^2$ | 1000 - 2500m$^2$ | 2500m$^2$ |
| E Hospitals / Medical Centres | <20 Staff<br><50 staff | >20 Staff<br><50 staff | 50 staff |
| E Garden Centres | <20 Staff<br><2500m$^2$ | >20 Staff<br><2500m$^2$ | >20 Staff<br>2500m$^2$ |
| E Places of Public Worship | <20 Staff<br><200 members / regular attendees | >20 Staff<br><200 members / regular attendees | 200 members / regular attendees |
| E or F2 Assembly and Leisure (other than stadia) | <20 Staff<br><500m$^2$ | >20 Staff<br><1000m$^2$ | 1000m$^2$ |
| F1 Schools | N/A | N/A | All developments to have a Transport Assessment |

| | | | |
|---|---|---|---|
| F1 Higher and Further Education | <20 Staff<br><2500m² | >20 Staff<br><2500m² | 2500m² |
| F1 Museum | <20 Staff<br><100,000 visitors annually | >20 Staff<br><100,000 visitors annually | 100,000 visitors annually |
| F2 Food / Retail | <20 Staff<br><280m² | >20 Staff<br><800m² | 800m² |
| F2 Stadia | <20 Staff<br><1500 seats | >20 Staff<br><1500 seats | 1500 seats |
| SG Drinking Establishments | <20 Staff<br><300m² | >20 Staff<br><600m² | 600m² |
| SG Hot food takeaway | <20 Staff<br><250m² | >20 Staff<br><500m² | 500m² |
| Shopping Centre | N/A | <2500m² | 2500m² |

| Thresholds based on other considerations | | | | |
|---|---|---|---|---|
| | **Other considerations** | **TS** | **TA** | **TA/TP** |
| **1.** | Any development that is not in conformity with the adopted development plan. | | | ✔ |
| **2.** | Any development generating 30 or more two-way vehicle movements in any hour. | | ✔ | |
| **3.** | Any development generating 100 or more two-way vehicle movements per day. | | ✔ | |
| **4.** | Any development generating 100 or more car parking spaces. | | ✔ | |
| **5.** | Any development that is likely to increase conflicts among motorised users and non-motorised users, particularly vulnerable road users such as children, disabled and older people, and cyclists. | | | ✔ |
| **6.** | Any development generating significant daily freight or HGV movements, or significant abnormal loads per year. | | ✔ | |
| **7.** | Any development proposed in a location where the local transport infrastructure is inadequate - for example, substandard roads, poor pedestrian/cyclist facilities and inadequate public transport provisions. | | ✔ | |
| **8.** | Any development proposed in a location within or adjacent to an Air Quality Management Area (AQMA). | | ✔ | |

# Appendix D: Checklist for Transport Assessments and Statements

| Section | Content | Transport Statement | Transport Assessment |
|---|---|---|---|
| **Introduction and Background** | Summary of key points | ✔ | ✔ |
| | Overview of development proposals | ✔ | ✔ |
| | Details of any previous applications | ✔ | ✔ |
| | Structure of the document | ✔ | |
| **Policy context** | Relevant national, regional and local policies | ✔ | |
| **Baseline Assessment** | Provide a map showing location of the site | ✔ | ✔ |
| | Existing use of the site | ✔ | ✔ |
| | Existing parking provision on site | ✔ | ✔ |
| | Existing conditions surrounding the site:<br>• existing traffic data e.g. traffic counts, turning counts<br>• existing trip rates for all modes generated by the site<br>• existing traffic modelling date<br>• accident data - parking conditions around the site | ✔ | ✔ |
| | Indicate public transport services to the site (PTAL ratings, supplemented with: nearest train station(s), train frequencies, bus route frequencies, destinations etc) | ✔ | ✔ |
| | Developments in the area with planning approval but not yet implemented | ✔ | |
| | Proposed highway improvement schemes in the area. (Refer to the Borough's LIP3 (2018)) | ✔ | |
| **Development proposals** | Provide detailed plans showing site layout | ✔ | ✔ |
| | Outline proposals e.g. type of activity, number of residential units, sqm of floorspace, nature of operation, hours of operation, number of employees, number of customers, number of parking spaces (vehicle, cycle, disabled, vehicle charging points) etc. | ✔ | ✔ |

| | | | |
|---|---|---|---|
| **Trip Generation, Distribution & Modal Share** | Existing and proposed trip generation from the site. Trip generation calculations should be based on similar sites in the TRAVL database. Additional data may be obtained from the TRICS database where there are insufficient sites on TRAVL, as long as the choice of site is appropriate and the survey data is multi-modal | ✔ | ✔ |
| | Peak period trip generation from the site. Includes:<br>• Trip generation from the site during peak traffic periods on the surrounding road network, or<br>• Peak trip generation from the site if it occurs during a different period of the day than peak traffic periods on the surrounding road network. | ✔ | ✔ |
| **Impact** | Trip generated from the site will impact on surrounding transport infrastructure and services | ✔ | ✔ |
| | Capacity of transport infrastructure and services in the surrounding areas | ✔ | ✔ |
| | Junction assessment modelling | ✔ | |
| | Considerations should include; accessibility, road and junction capacities, suitability of roads for HGV use, footway and cycleway capacity and quality, bus service capacity and quality, quality of bus stops and stations, train station and service capacity | ✔ | |
| | Assessment of the impact of trip generation during peak hours on the surrounding transport network | ✔ | ✔ |
| | Existing or potential new safety concerns in the vicinity of the site e.g. accident history, vulnerable road users, proximity to school or nursery | ✔ | ✔ |
| | Location of proposed development within an area of parking controls; and potential impact of occupied development on street parking levels. | ✔ | |
| | Impact of the development on the surrounding highway network during the construction stage. | ✔ | ✔ |

| | | | |
|---|---|---|---|
| **Mitigation Measures** | Where the capacity of surrounding transport infrastructure/services is not sufficient to accommodate the development (i.e. capacity already exceeded, or will be exceeded as a result of the proposed development), improvements required to accommodate the development sustainably. Information to be submitted may include:<br>• Modelling evidence<br>• Infrastructure improvements<br>• Financial contribution towards new bus routes, bus stops, car club bays etc<br>• Travel Plan<br>• Delivery Servicing Plan<br>• Construction Logistic Plan<br>• Parking Management Plan | ✔ | ✔ |
| **Other Stakeholders** | • Where trips generated from the development are likely to have a significant effect on the TfL road network or public transport services, seek comments from the organisations responsible for operating this asset or service.<br>• Where sites are close to the TLRN (Transport for London Road Network) or SRN (Strategic Road Network) the applicant should be aware of the requirements for TfL Network approval | ✔ | |
| **Summary and Conclusions** | Summary of main transport impacts of the development and the main remedial measures proposed to alleviate them, or evidence that mitigating measures are not necessary | ✔ | ✔ |

# Appendix E: Preferred Travel Plan Structure and Methods

| Section | Content |
|---|---|
| **Introduction** | This section should provide a background to the Travel Plan and provide an overview of the site development:<br>• setting out reasons for travel plan<br>• setting out the scope and objectives of travel plan<br>• Briefly setting out the relevant national and local policy background relating to travel planning |
| **Existing Site Use** | Providing details of the existing use of the site and outline the proposed development including: type of activity, number of residential units, dimensions of floor space, nature of operations, hours of operation, number of employees and visitors. |
| **Site Assessment** | This section should provide details of the accessibility of the site by different transport modes:<br>• Walking: A description of local walking conditions, and a map with isochrones showing walking times from the site to key local facilities including shops, schools and stations.<br>• Cycling: A description of local cycling conditions including a map showing local cycle routes and connections to wider cycle network and isochrones showing cycling times to key local facilities.<br>• Public Transport: Provide details of local train and bus routes including route destinations, locations of stations/ stops and frequencies of service.<br>• Car Use: A description of the characteristic local road network identifying any issues such as road safety problems or congestion, and assess the parking situation in the surrounding roads (e.g. whether the site is in a controlled parking zone or near a public car park).<br><br>This section should also set out the transport characteristics of the proposed development site:<br>• Access points and routes: identify the location of all access points to the site and details of access routes within the site for vehicles, cyclists and pedestrians.<br>• Car Parking: proposed number of parking spaces (including disabled parking, car club bays and electric vehicle charging points) and provide details of how the parking will be managed. Note that applications which propose car parking facilities may also be required to develop a Parking Management Plan (see Chapter 20 of this SPD) which should be closely linked to and integrated with the Travel Plan.<br>• Delivery and Servicing: set out details of how delivery and servicing of the site is proposed to operate (e.g. number of deliveries per day and week, hours of deliveries, type of delivery/ servicing vehicles required, any fleet vehicles operating from the site).<br>• Note that some applications may also be required to develop a Delivery Servicing Plan which should be closely linked to and integrated with the Travel Plan.<br>• Cycle Parking: amount, location and type of cycle parking to be provided.<br>• Showers and lockers: identify the number and location of any shower and locker facilities that are to be provided on the site.<br><br>A plan of the proposed site layout should be provided, clearly identifying all the above transport aspects. |

| | |
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| **A Package of Measures** | Identify a package of measures to encourage greater sustainable travel and manage and reduce car based travel.<br><br>For a Travel Plan Statement it will normally be acceptable to implement a basic package of low cost measures that focus mainly on supporting and raising awareness of sustainable travel options (e.g. providing travel information, oyster cards and cycle training). Full Travel Plans will be required to provide a more robust package of measures to meet the needs of the site and development and include measures such as car parking management, public transport incentives, car clubs and pool cars |
| **Targets, Monitoring and Surveys** | The Travel Plan will be monitored and reviewed on a constant basis to ensure it is meeting its stated objectives.<br><br>Monitoring Programme: Identify how to monitor the Travel Plan. This should explain how frequently the Travel Plan will be reviewed, by whom and how reported. Monitoring for most Travel Plans is required at Years one, three and five following occupation of the development.<br><br>Modal Split Targets: The Travel Plan should contain targets for modal split i.e. the proportion of trips made to the site by each transport mode. For an existing site proposing an expansion, the existing modal splits should be obtained by a survey prior to application and targets set based on this. For new developments, targets should be set using a recognised methodology to estimate trip generation (N.B. this data should be obtained as part of the Transport Assessment/ Statement). New developments offer the best opportunity to influence travel behaviour before travel habits have formed, so modal split targets for new development should be set to be achieved from the first occupation and then maintained over time.<br><br>Travel Surveys: Travel surveys of staff and visitors travel patterns will normally be used to monitor the Travel Plan. This survey should as a minimum establish how staff and visitors normally travel to the site, which will be used to provide modal split data. For Travel Plan Statements on smaller sites, brief surveys of staff and visitors orally or by email can establish their main mode of travel. For full Travel Plans, more robust surveys should be conducted to survey travel behaviour in more detail, including travel for business trips. An example of the travel survey to be used should be appended to the Travel Plan document. For smaller sites, the aim should be to survey all or the majority of staff and regular visitors to the site. For larger sites a representative sample of staff may be appropriate. Survey results should be included in the Travel Plan, at submission stage for existing sites and as part of monitoring updates for all sites.<br><br>Other targets: The Travel Plan may also contain other targets to measure the implementation and uptake of particular measures e.g. number of cycle parking spaces, number of car club members, numbers receiving cycle training, and number of parking permits issued. |

| | |
|---|---|
| **Management Strategy** | The Travel Plan should set out a strategy for the continuous management of the Plan. This will include identifying who will be responsible for implementing Travel Plan measures and conducting monitoring.<br><br>For schools, businesses and other organisations, the Travel Plan should identify a person or post who will be responsible for the Plan. This is often the manager or staff member from Human Resources (HR) or Facilities. For certain large or complex organisations (e.g. hospitals, universities or mixed use sites) it may be necessary to employ a dedicated person to implement the Travel Plan, especially for the first few years of the development (the Council will advise at pre-application stage where this is necessary). |

# Appendix F: Travel Plan (TP) and Travel Plan Statement (TPS) Measures

| | |
|---|---|
| Y | Measure normally required |
| N | Measure not normally required |

| Measure | Details | TPS | TP |
|---|---|---|---|
| **Cycling** | | | |
| **Cycle Parking** | Provide secure, covered and convenient cycle parking facilities for employees and visitors (N.B. cycle parking should be shown on development site plans). Ensure that a management regime is put in place to ensure the cycle parking is well maintained and kept clean. The capacity of the cycle parking facilities should be monitored on a constant basis as part of the Travel Plan monitoring regime and if necessary, additional cycle parking should be provided. TfL provides the following more detailed guidance document: https://ec.europa.eu/energy/intelligent/projects/sites/iee-projects/files/projects/documents/astute_workplace_cycle_parking_guide_en.pdf | Y | Y |
| **Showers and Lockers** | Showers and changing facilities should be provided for employees where possible, particularly for larger sites. Drying areas and facilities that enable cyclists to dry wet clothing should also be considered where possible, including lockers to store equipment (e.g. helmets, cycle pannier bags). This is particularly important for uses such as retail or education where employees and pupils will not have access to their own storage space. | Y | Y |
| **Cycle to work Scheme** | Introduce a salary sacrifice scheme for employees to purchase bicycles, which enables employees to reduce and spread the cost of a new bicycle; a wide range of schemes are commercially available. Guidance for employers who want to put in place a cycle to work scheme is available from DfT: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/845725/cycle-to-work-guidance.pdf | Y | Y |
| **Cycle mileage allowance** | A cycle mileage allowance should be made available where employees are required to make local trips for work. The Government currently allows for a cycling allowance of 20p per mile tax free for business journeys by bike. Although higher payments will be subject to tax, they may still be offered, provided that employees choosing to cycle instead of drive are not financially disadvantaged. Official guidance on business mileage rates is available from HMRC: www.hmrc.gov.uk/rates/travel.htm | N | Y |
| **Cycle training** | Promote opportunities for cycle training to employees and residents, and provide free cycle training to those who request it. Subsidised cycle training, including one to one cycle training for adults can be obtained through the Council at: https://www.sutton.gov.uk/info/200583/travel_and_transport/1583/cycle_skills_sessions | Y | Y |

| | | | |
|---|---|---|---|
| **Bicycle maintenance sessions** | Maintenance sessions known as 'Dr Bike sessions' are provided by the council for workplaces and local events where capacity is available. To request a Dr Bike contact smarter.travel@sutton.gov.uk | Y | Y |
| **Local rides and cycling groups** | Plenty of cycling clubs are based around the borough; not all are racing clubs and many run led rides for beginners or those coming back to cycling. More details about cycling groups are available at: https://www.sutton.gov.uk/info/200583/travel_and_transport/1539/local_rides_and_cycling_groups | Y | Y |
| **Cycling events and promotions** | For details of cycling events, campaigns and information organised by the Council and Transport for London see: https://www.sutton.gov.uk/events and https://tfl.gov.uk/modes/cycling/?cid=cycling<br>More details about Promoting Cycling in the London Borough of Sutton are available at: https://www.sutton.gov.uk/info/200583/travel_and_transport/1450/sustainable_travel/5 | Y | Y |
| **Cycle route planning** | Sutton has an extensive network of signed cycle routes following quieter roads and traffic-free paths through parks and along the river Wandle. https://www.sutton.gov.uk/downloads/file/1694/sutton_cycling_guide | Y | Y |
| **Walking** | | | |
| **Walking promotion** | Participate fully in and arrange events and initiatives to promote the benefits of walking (e.g. financial, health-related, and environmental). This should include participating promotion in national or London-wide walking events, including Walk to Work Week (usually held in May). More details available at: https://www.sutton.gov.uk/info/200583/travel_and_transport/1450/sustainable_travel | Y | Y |
| **Walking information** | There are a range of online walking route planning tools. The TfL journey planner has a walking option and is available at: https://tfl.gov.uk/plan-a-journey/<br>Also, the walking map of the borough is available at: https://www.sutton.gov.uk/downloads/file/1692/walking_-_map_of_the_borough | Y | Y |
| **Public Transport** | | | |
| **Season ticket loan** | Introduce an interest free season ticket loan scheme for public transport to allow employees to spread the cost of a season ticket. | Y | Y |
| **Live travel information boards** | For some larger sites with high visitor volumes, such as shopping centres, hospitals or universities, it may be appropriate to have screens displaying live travel information for local services. A display screen with an internet link would be required. | N | Y |

| Car Use | | | |
|---|---|---|---|
| **Car User Policies and Mileage** | Review policies for employees using their cars for work and ensure that the criteria for allocating car users allowance and mileage claims do not incentivise unnecessary car use. Ensure that the use of environmentally friendly car choices are not penalised,<br>and are rewarded if possible. Official guidance on business mileage rates is available from HMRC:<br>www.hmrc.gov.uk/rates/travel.htm | N | Y |
| **Car Parking Management** | Proposals with an on-site car park should state how they will manage parking provision as part of the Travel Plan. Larger or complex proposals may be required to submit a separate Parking Management Plan but this should be linked to the Travel Plan.<br>Options for managing car parking provision include; introducing parking charges or a parking permit system that allocates permits according to criteria (e.g. disability, operational needs, distance from work). | Y | Y |
| **Pool cars** | For employees needing to make business trips, either purchase or operate your own pool cars or set up a business contract with a nearby car club with focus on increasing EV charging points and EV's pool fleet. | N | Y |
| **Car club** | For proposed residential development Travel Plans, incentives should be provided to encourage new residents to join a car club as soon as they move in whilst travel habits are forming. At least one year's free membership and a number of hours free drive time to a local car club should be provided for all new residents. Larger proposals may be required to provide their own on-site car club. | Y | Y |
| **Car share** | Employees and other visitors making similar regular journeys to the site may be able to share a car, with significant cost savings. Public car sharing websites such as 'Liftshare' allow people to search for others making a similar journey. See https://liftshare.com/uk (other sites can be found online). Links to these sites should be advertised to staff or where appropriate visitors on emails, websites or notice boards or promotional events could be held. Alternatively, car sharing can be organised more informally, e.g. through intranet notice boards. Other measures to promote car sharing include providing priority parking spaces for car sharers and offering a guaranteed lift home in an emergency. | Y | Y |
| **Delivery and Servicing** | Measures should be put in place to manage freight movements to the site, particularly where there are significant numbers of movements. Larger or complex proposals may be required to provide a separate car parking management plan but this should be linked to the Travel Plan. For further details see above section on Delivery Servicing Plans. | N | Y |

| | | | |
|---|---|---|---|
| **Smarter Working** | | | |
| **Work from Home / Remote Working** | Where suitable, e.g. for office based employees, a home or remote working policy should be introduced that allows employees to work and access computer systems remotely so that employees do not have to travel to the office on some workdays. This will allow employees to reduce commuting time and costs, and can free up office space for the employer. | Y | Y |
| **Flexible working** | Where suitable, e.g. for office based employees, a flexible working policy should be introduced that allows employees to work flexible hours. This can allow employees to avoid travelling at peak times, reducing congestion on road and public transport. | Y | Y |
| **Tele-conferencing** | Tele-conferencing equipment can be introduced to enable business meetings to be conducted remotely without the need to travel, particularly for longer distances. | N | Y |
| **Travel information, marketing and promotion** | | | |
| **Web travel Information** | Provide a travel page for employees and visitors on the internet. This should contain staff travel policies, travel information and links to external sites such as journey planners and cycling information sites. | Y | Y |
| **Travel information leaflet** | Produce a travel leaflet explaining the Travel Plan, containing information on staff travel policies and practical travel information. This should be distributed to all staff upon first occupation or when the Travel Plan is launched, and then included in induction information for all new staff and displayed in reception areas. For proposed residential development Travel Plans this information should be provided as a travel welcome pack to be distributed to new residents and should be displayed and made available in communal areas. | Y | Y |
| **Travel awareness events and initiatives** | Promote sustainable travel events, initiatives and campaigns. More details are available at: https://www.sutton.gov.uk/info/200608/transport_and_travel | Y | Y |

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