Car Clubs in property developments

Carplus good practice guidance

February 2015
Acknowledgements

We would like to thank Transport for London for their support and funding this publication.

Thanks to all those who contributed to this document and provided comments on early drafts, including: Eric Manners at LB Islington and John Bowman at LB Ealing, Guy Davis and Jonathan Hampson at Zipcar, Keith Kelly at City Car Club and Tim Blackwell at Hertz 24/7 and to Zipcar for inclusion of information from Carlite London.
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Glossary

**Car club** - A pay-as-you-drive car club offers members access to a vehicle or range of vehicles without ownership.

**Car club operator** - This refers to a private company, community enterprise, cooperative or other body which manages the setting up and operation of (a) car club/s, either independently, or in conjunction with one or more other organisations.


**On-street parking bay** - A parking option for car club cars. This refers to a demarcated area at the side of a general highway that has been legally allocated for the specific purpose of parking a car club car. The area will usually be signified by the use of road signs and painted lines and wording.

**Traffic Management Order (TMO) or Traffic Regulation Order (TRO)** - These are legal documents, drafted and approved by the relevant local authority, which regulate the use of highways and off street parking areas by vehicles and/or pedestrians. The orders are usually implemented using signs and lines marked on the highway surface. The local authority must consult the police, emergency services, representative organisations and the public before any Traffic Management Order can be implemented.

**Controlled Parking Zone (CPZ)** - An area of controlled parking spaces. Its main aim is to discourage commuter and long stay parking by vehicles from outside the area. Areas of controlled parking are usually signified by painted lines and a system of resident parking permits may be in operation.

**Section 106 Agreement (in England and Wales)** - This refers to section 106 of the Town & Country Planning Act (1990), as amended by the Planning & Conservation Act 1991. Applied to car clubs, it consists of a planning agreement between a local authority and another body (often a developer) to ensure that the provision of car club facilities become an integral part of a facility. It could include up-front costs, for example the provision of signed parking bays, or incentives for new residents, such as free driving credit.

**Section 75 Agreement (in Scotland)** - This refers to section 75 of the Town and Country Planning (Scotland) Act 1997, as amended by The Planning etc. (Scotland) Act 2006. Revised sections 75 75, 75A, 75B and 75C deal with planning obligations and can play a similar role to Section 106 Agreements in England and Wales.

**RPA** – Residents parking area or zone.
1. Introduction to the 2014 edition

The purpose of this guidance is to collate all the latest information, government guidance, and case studies relating to car clubs in property developments in one place. Originally published in 2010, this 2014 revised edition takes account of changes in national policy guidance, including the adoption of the National Planning Policy Framework (NPPF) in 2012 and the Community Infrastructure Levy (CIL). It also includes a new chapter on London and some more in-depth case studies from London boroughs, following research carried out in 2014 on behalf of Transport for London (TfL).

It is aimed at both local authority planners and property developers seeking to assess the benefits of car clubs and best practice to date. The pack provides general guidance and good practice examples of UK sites incorporating car clubs.

Although inferences can be made across sites, many factors affect whether a development will support a successful car club, which means that it is important to look at each site as unique. Carplus is able to support local authorities and developers going through this process.

General advice through to site specific visits and scoping reports can be arranged as appropriate. Local authorities may find it useful to refer to the Carplus Starter Pack for Local Authorities, which can be downloaded from: http://www.carplus.org.uk/resources/best-practice-guidance/.

Carplus also recommends talking to the national car club operators for site specific advice and costs of proceeding. Contact details can be found in section 7 of this pack.
**What is Carplus?**

Carplus is a not-for-profit, environmental transport NGO that promotes accessible and low-carbon alternatives to traditional car use in the UK. We are leading the way towards a new era of shared mobility and use, and work with others to explore ways to capture the benefits of new technology and support behavioural change.

While recognising the benefits that cars can bring to society, we believe in enabling access rather than ownership and believe new approaches to car use and ownership are needed in order to mitigate the financial, environmental, social and health costs of motoring today.

As a member of the UITP (the International Association for Public Transport) we support the use of shared cars as a mobility option that complements public transport, cycling and walking.

Carplus provides an accreditation scheme for operators that can assist local authorities and developers in selecting suppliers (see Appendix A for further details).

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**Further Carplus Good Practice Guidance**

1. TMO/TRO Consultation Guidance for Local Authorities
2. Local authority car club starter pack
3. Car clubs at work
4. Car clubs in property developments
5. Meeting policy objectives with Low Carbon Car Clubs
6. Guidance on setting up an Informal Car Club
7. Electric Vehicles in Car Clubs

2. Securing car clubs in new development

Executive summary and a checklist for implementation

Car clubs play a crucial role in enabling people to reduce their car use and to reduce the demand for space to park cars. Considering the UK forecasts of future population growth and housing expansion, it is more important than ever that we maximise the potential for car clubs to achieve a range of public policy objectives (see Chapter 1).

Since the 2010 guidance document was produced, there has been a rapid growth in the adoption and use of planning policy tools and the development control process to secure new car clubs, to expand existing car clubs and to promote or incentivise the use of car clubs in new development (see Chapter 2).

This is especially so in London, where the population is growing rapidly and where, as the Mayor of London points out, “London has one of the biggest car club markets in the world and the potential for further growth is huge” (see Chapter 3)

This guide has reviewed some of that recent practice and picks out the key lessons, to enable local authorities, developers and car club operators to realise the future potential of car clubs as new development takes place.

As the following checklist illustrates, those key lessons fall into three categories: policy, policy implementation and operational factors.
Checklist for securing car clubs in new development

1 Policy

- Sustainable spatial and planning policy greatly increases the viability of car clubs, especially in terms of the siting and density of development in relation to local services and the availability of a range of travel options;

- parking policy (typically Local Plan (LP) / Local Development Framework (LDF) policy) plays an important role, especially the use of controlled parking zones which limit and ration the availability of free on-street parking;

- parking policy with regard to new development (typically LP / LDF / supplementary planning documents), especially the ratio of car parking spaces to residential units or commercial floorspace, including car-free policies. The experiences of operators suggests that a ratio of 0.8 car parking spaces per residential unit or less creates the conditions in which a car club and parking levels are mutually complementary; and

- planning gain policy, especially specific measures regarding the use of S106 contributions or Community Investment Levy (CIL) to secure or promote car club facilities or a contribution towards one.

2 Policy implementation

- Requires carefully worded planning conditions and S106 agreements which meet the tests set out in the NPPF, to ensure developments provide the facilities needed and intended;

- there is much to be gained from the early involvement of a car club operator(s) in the decision about whether and how to facilitate access to, or provide, a car club for occupants of the development; and

- effective monitoring and enforcement of planning conditions and planning obligations ensures that the intended outputs are achieved.

3 Operational factors

- Care in the siting of, and access to, car club vehicles, to ensure people have full-time access to the vehicles without impediment (e.g. preferably not in private enclosed parking areas, if shared with people from outside the development);

- clear and enforceable marking of car club bays, with signing that raises awareness of and promotes the car club to potential customers;

- parking enforcement to ensure the vehicles are in their dedicated parking bay and available when needed;
• making car clubs available to a wider audience than the occupants of the development itself, including business use to complement residential use (see siting of car club vehicles above);

• enabling occupants of a development to have access to a wider network of car club vehicles; and

• promoting the car club to prospective occupants (off-plan), in welcome packs and periodically post-occupation, coupled with incentives such as free membership and drive time can help people to form new travel habits at a moment of change in their lives.
3. Benefits and practicalities

This briefing paper seeks to examine the benefits to placing car clubs in property developments, what factors affect feasibility and success, planning tools and steps to implementation.

The benefits of car clubs to planning policy

Car clubs and car sharing schemes provide a means to reduce parking provision in new developments and retro-fit existing developments such as Home Zones. According to data from the Carplus Annual Survey 2013/14, in England and Wales, each car club car typically replaces 5 private cars (6 in London)\(^1\) as residents convert from owning a first or sometimes second car.

There is compelling evidence in the Carplus annual survey\(^2\) that car club members drive less and make greater use of sustainable travel modes than the average license holder. By replacing several owned cars, car clubs can reduce or even eliminate the need for onsite parking for private vehicles. A car club can therefore, in some circumstances, unlock the potential of sites which are difficult or unprofitable to develop due to a lack of land for parking. Alternatively land not used for parking can be used to provide other benefits, such as green space, play areas or extra housing or commercial units. As the UK car club fleet consists of newer vehicles (all vehicles in accredited car clubs are under 4 years old), it is far more fuel efficient and less polluting than the UK average car. Therefore, car clubs contribute to a range of policy objectives, including modal shift, carbon dioxide emissions and improving air quality.

Car clubs help enable higher density of developments by reducing the need for parking and reducing the traffic impact from new homes. Offering residents an attractive, convenient alternative to private car ownership encourages more use of public transport, walking or cycling, whilst providing the security of having access to a car for essential journeys. This in turn increases the viability of public transport schemes. Car clubs reduce the need for parking at employers’ sites. If car club vehicles are available for business trips from the office, staff no longer need to drive their own cars to and from work.

The benefits of including car clubs for developers

The benefits of car clubs in property developments can be summarised as follows:

- Car clubs allow cars and therefore parking spaces to be shared and the number needed and cost of providing them to be reduced.
- Developers benefit from being able to work on sites with a limited parking area which may previously have been impractical.

\(^1\)http://www.carplus.org.uk/resources/annual-survey-of-car-clubs/
\(^2\)Ditto
By reducing the amount of parking, car clubs allow an increase in the number of units or amenity space on the site, increasing the profitability of the site.

Car clubs are a popular alternative to private car ownership as they offer convenience without the responsibilities and capital outlay of ownership.

Car clubs have added value to housing developments as residents perceive the vehicles as an extra service.

Car clubs contribute to travel plan aims by reducing the impact of the private car from the development; the overall car miles driven, and local congestion.

Car clubs support other travel plan initiatives – once residents have given up their private car, there is compelling evidence that they are more likely to walk, cycle or use public transport.

Quantifying Potential Cost Savings

Cost savings for developers can range from a few thousand to several million depending on the scale and type of development:

- Increasing density: no cost of providing land for parking space + profit on units = potential for £millions
- No underground parking: 100 – 200 spaces = £2 - £8m
- Reduction in offsite infrastructure improvements: c £100-200K
- Increased value of units or speed of sale with car club service: not yet quantified

Factors affecting Success and Scale of Investment

The factors that influence the potential success of a car club in a development are varied, ranging from housing density and parking policy, to the accessibility and visibility of the car club bays and the nature of marketing and incentives. The contribution required from the developer will be dependent upon the income from other sources, (other developments and car club revenue) and hence the level of risk they are taking on. Therefore maximising the conditions for success will reduce the outlay required. (Refer to case studies for example contributions and the ‘success factors checklist’).

For a car club to work well in a new development it should ideally have a high density of residents (or occupants in commercial development) and preferably mixed-use units to provide a complement of day time business use and out of hours residents use. The
chances of success can be increased by making the car club available to both businesses and residents. To be viable, car club vehicles need to be rented for a certain proportion of the time. Use by businesses, which is typically daytime use, complements residential use, which is more likely to be in the evenings and at weekends, improving the viability of the car club vehicle. Viability is also improved if the car club vehicles are available to residents from the surrounding neighbourhood and, where applicable, by giving occupants of the development access to a car club in the wider area (see the London development case studies below). In these circumstances, ensuring the car club bay(s) and vehicle(s) are easily accessed by, and visible to, occupants of the development and the surrounding neighbourhood are important factors to consider. See the Carplus guidance on car club parking at [http://www.carplus.org.uk/resources/best-practice-guidance/](http://www.carplus.org.uk/resources/best-practice-guidance/) and the best practice guidelines at [http://www.zipcar.co.uk/car-lite-london](http://www.zipcar.co.uk/car-lite-london). Car club vehicles sited within developments, e.g. in secured, under-cover car parks, can be problematic, as non-resident car club members may feel inhibited in accessing the car park and the vehicle. Car club vehicles located within secured car parks can also add a layer of administrative complexity, for example if a keypad access code is needed to access the car park / vehicle.

Membership of the car club will be maximised if the scheme is marketed prior to occupation and available from when the first residents move in. This gives residents confidence in the service and ensures they do not buy a car in the meantime. Car clubs work best within Controlled Parking Zones (CPZs), to prevent parking of private cars over-spilling onto nearby streets.

Car club viability is also dependent upon providing attractive public transport and encouraging walking and cycling through a good travel plan, all of which can be promoted through joint marketing initiatives and discount promotions. Securing a successful car club via a travel plan is partially dependent on having effective monitoring and enforcement of travel plans. Where local authority resources are stretched, cooperation between neighbouring authorities to co-fund monitoring and enforcement is an option.

**Optimal size / ratio of cars to residents**

Car clubs and low car parking ratios are mutually beneficial: car clubs enable lower car parking ratios in new development, whilst lower parking ratios encourage take-up of the car club. Where car clubs are implemented as part of a travel plan, parking standards are likely to be a critical factor in the success of the travel plan in achieving low car use. Where there are more generous parking allowances it is likely to be more difficult to make the car club and public transport self-sustaining in the long term. The optimal parking ratio for a development supporting a car club is 0.8 spaces per unit or less. The car club works best if not all residents have access to a private car parking space as well as others choosing the service as a lifestyle choice or out of preference as a first or second car.

There is no minimum number of units to support a car club vehicle if the development is within a wider car club scheme. Stand-alone car clubs within a single development
are not ideal, but could be possible with a development of 250 units or more (for example see the New River Village in Haringey case study). It is still worth considering a car club for smaller developments though as there may be plans in neighbouring sites or streets which could tie in at a later date. For development below the threshold in the NPPF for a travel plan (see Policy Background section below), it is still worth considering securing some funding either via S106 or CIL to contribute towards an existing or planned neighbourhood car club (see, for example the Northolt case study).

Given the importance of car parking ratios, ideally the local authority will have clear policies on car-free and low-car development and on controlled parking zones (CPZs), typically in supplementary planning documents (SPD) or contained in policies within the Local Development Framework (LDF) or Local Plan (LP). This policy framework works well when augmented by a strategy for car club expansion, including targets for the number of vehicles and members.

**Managing parking**

Where low parking ratios are implemented, a parking management scheme is likely to be needed to allocate spaces if demand exceeds supply. In some schemes residents are charged for parking spaces, with the revenue ring-fenced to pay for alternatives. Another option is for parking spaces to be sold separately from homes, so that they are not seen as being part of the intrinsic value of the building and new residents are made aware of the cost of the space when making a decision about purchasing a car.

It is vital that the parking strategy is communicated to prospective residents from the outset, so that they understand the constraints on parking when deciding to live in the development and effectively ‘buy in’ to the parking conditions. Achieving ‘buy in’ is easier when the parking scheme is understood in the context of wider benefits from living in a relatively low-car development, including the greater amenity offered by the site.

**Good practice - Parking restraint**

In the **London Borough of Southwark** a maximum of 0.4 parking spaces per unit is permitted for residential development in the central zone. All developments in Southwark’s Controlled Parking Zones are required to be car free. Similarly the **London Borough of Merton** has policies that encourage proposals for car-free residential development in town centres and areas where there is an operational controlled parking zone. Under these circumstances CPZ orders will be used to prohibit the issue of residents’ parking permits to occupants.

Car free housing has been pioneered in the **London Borough of Camden**, where the local authority has signed planning agreements covering more than 2,000 car-free and car- capped dwellings since 1997. Developments take place where there are on-street parking controls in place, and residents are not issued with on-street residential parking permits. Planning obligations ensure that the same restrictions will be carried over to future occupants. The policy is now widely accepted.
**Marketing the Car Club and Units Together**

The provision of a car club as part of a quality travel plan is important in promoting sustainable travel choices to prospective and new occupants of the development. However, the success of the operation can be significantly enhanced by the timing and nature of marketing of the service. Many new developments are marketed as a lifestyle decision (see, for example, the BedZED case study). The “city living” message fits well with car club marketing. Both focus on convenience, services rather than products, and a modern and smarter way to live.

When people move house they also reassess their transport needs and options and sometimes form new travel habits. Therefore it is a perfect time to be offered the option to join a car club so joint marketing promotions will be ideal. The case studies provide a range of examples of introductory offers provided for new residents and occupants of developments, particularly free membership of the car club and free driving credits.

Research shows that simply providing promotional literature is not as effective as engaging with people on an individual basis and encouraging them to actively select the information they need. This suggests that it is best to assemble the contents of each welcome pack in consultation with the individual household, possibly as part of the induction session, rather than simply issuing a pre-made pack. Sales staff should be well briefed on how the car club works and use it as an extra benefit to sell the units, the early involvement of a car club operator is important in this regard. With special training for sales staff, residents can be made aware of the benefits of the car club, how it works and the varied transport options serving the site from the outset, as part of the normal sales and marketing process for the new development.

**Importance of travel plans and integration**

The NPPF requires all new developments which generate significant amounts of movement to have a travel plan. The purpose of a travel plan is to both encourage and enable the occupants of development to make sustainable travel choices. Car clubs are promoted in the DfT Guidance as an important solution; however they work best as part of a package of sustainable travel initiatives or Travel Plan. Members of car clubs need good alternatives for non-essential car journeys, typically the daily commute. Conversely car club members are good supporters of these initiatives – providing a car club will help unlock the benefits of new initiatives and encourage use of walking, cycling and public transport.

**Section 106 agreements - how they are used**

The most common means of securing car clubs in new development is the use of a Section 106 agreement. Under Section 106 agreements developers can be required to use all reasonable endeavours to establish the car club. The planning obligation will need to meet certain tests as outlined in the NPPF, which states that planning obligations should only be sought where they meet all of the following tests:

- necessary to make the development acceptable in planning terms;
There are numerous examples of using this planning tool to secure a range of types of support from the developer in return for planning consent. The case studies in this pack provide more detail on the wording of S106 agreements (see also Appendix) and how the agreements are used but typically they involve one or more of the following:

- A set amount per unit to support a car club or incentivise membership with promotional offers (e.g. free drive time and/or free membership) and marketing, staff training, personalised travel planning and general set up costs.

And/or

- A set amount per vehicle for the set-up of car club bays and markings, and possibly the cost of the vehicle(s) for a time-limited period as well.

Or

- A further option is for the local authority to collect a certain amount for general sustainable transport initiatives and allocate a proportion to the car club.

The S106 agreement will include details such as the level of contribution, the length of time the support will be phased over, the number of cars to be provided, and most local authorities wish to have some monitoring on uptake and usage of the new car club service.

Once agreements have been made to set aside parking provision for the car club and support the car club, if the units are sold the agreement passes with the property. The policy of having capped/reduced parking is managed under the auspices of car free agreements, which work in conjunction with Section 106 agreements.

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**Car Free Housing in Practice**

1. Developer signs a legal agreement (called Section 106) as part of their permission to develop the land
2. The S106 is registered on the land as a ‘land charge’ (visible on property searches)
3. The agreement is registered at the Parking Permits office and the site is ‘flagged’ as car-free/ car capped
4. The property owner must inform tenants of the policy
5. No parking permits (except disabled permits) will be issued to residents/ tenants of those buildings
6. Car clubs requested by the local planning authority (LPA) on a case by case basis
There are different ways in which Section 106 agreements can be implemented; sometimes they apply to one specific development and sometimes they are brought together under a collective distribution system to support many initiatives in the area that would mitigate the impact of the development in question and only used when appropriate to conserve funds.

In boroughs using only a single car club operator the S106 can be used to stipulate that the chosen on-street operator is used. By contrast in multi-operator boroughs the developer typically finds the operator, although the local authority may wish to input into this decision. In the case of the developer choosing the operator, the information they require includes:

- What funding will be required and whether this will be in stages
- What types of cars would be used
- Suggestions for public relations / marketing proposals
- What is the operator’s unique selling point and how this would be translated into marketing

**Community Infrastructure Levy**

Part 11 of the Planning Act 2008 provided for the introduction of the Community Infrastructure Levy (CIL)\(^3\). The detail of how the CIL will work is set out in the Community Infrastructure Regulations 2010, which came into force in April 2010. CIL is intended to be used for general infrastructure contributions (e.g. the provision of car club bays), whilst S106 obligations will be for site-specific mitigation. The regulations have three important repercussions for S106 obligations:

- making the test for the use of S106 obligations statutory (R122)
- ensuring that there is no overlap in the use of CIL and S106 (R123)
- limiting the use of ‘pooled’ S106 obligations post April 2014 (R123)

CIL differs fundamentally from S106 in that the funds collected are not tied to a specific development or the provision of specific infrastructure. Whereas infrastructure provision necessary to mitigate the impact of a particular development secured through S106 should be used only for that specific purpose and the developer (or any other party to the S106) can enforce the provision legally; CIL funds can be used flexibly by the LPA to fund any infrastructure as defined within the regulations. They should be seen as a contribution to assisting with the provision of overall infrastructure priorities, which may well change over time. There is no direct link between a development’s requirements for infrastructure provision and the spending of the CIL the development generates.

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\(^3\) The Planning Officers Society  
Section 106 Obligations and the Community Infrastructure Levy April 2011
**Other Routes to Securing Funding**

Increasingly, different methods of generating financial contributions to the car clubs’ development are being tried. Options include taking the revenue from private parking spaces on the site and diverting it into the car club, or similarly using a proportion of the residents’ service charges. Operations are also made more viable by opening membership to the wider community, or by marketing an established car club to occupants of new development, as this may reduce the number of additional vehicles that will be required.

**Roles and Responsibilities**

Experience suggests that early liaison between the developer, the local authority and a Carplus-accredited operator can streamline the process and improve the likelihood of securing a viable and successful car club operation for any given development.

*The Local Authority*

The planning team should take a lead in promoting and explaining the practicalities of car clubs to developers and in securing planning agreements which support car club operations. The transport planning team should ideally develop a wider car club strategy in the town or city, preferably including an analysis of the potential for growth and targets for increasing the number of car club members and vehicles. The local authority will also manage the on-going relationship with the car club operator through a tender process or area wide framework. (Examples can be obtained from Carplus).

Support from the Travel Planning and Travelwise sections of the council will aid marketing and membership growth.

*The Developer*

The developer will take responsibility for delivering the support outlined in the S106 agreement either through: financial payments to the operator or local authority, specially marked up car stations, and/or integrated marketing.

*The Car Club Operator*

The operators take on the responsibility and risk of delivering the car club service, leasing of vehicles and ongoing marketing of the scheme. They may also train the sales staff on the benefits of the car club and how it works.

*Carplus*

Carplus provides impartial advice on developing car clubs, and often plays a role in galvanising support from stakeholders prior to an operator being appointed by the council. Carplus also runs the UK Accreditation Scheme for operators ensuring guaranteed standards of service.
Car Clubs in Retro-fit Developments

Restoration of existing residential, typically terraced streets, through Home Zones or other initiatives is another opportunity to use car clubs to reduce parking needs. The Methleys in Leeds and the Southville Home Zone in Bristol are examples of best practice where road space has been reallocated to pedestrians from the car. Both communities and planners have embraced the introduction of car club stations as a key tool to redesigning the road space. (www.homezones.org.uk). An expansion of a Controlled Parking Zone is a good time to look at adding car club bays as it can mitigate against negative responses from residents.

Car clubs and Housing Association Properties

Car clubs work well in housing association properties with residents on a regular income such as key workers, or where the units are mixed with private residences, providing access to a car without the financial burden of ownership.

Consultation and Membership for Wider Community

It is important for new developments with limited parking to have restricted parking zones in the surrounding area to avoid new residents parking in neighbouring streets.

A good consultation exercise will sell the benefits of the car club to the local residents, such as mitigation of the negative effects of increased traffic and pollution. This is doubly so if the car club is part of a wider travel plan with improvements in local buses and cycle routes for example.

A further benefit for local residents is if the car club is open to wider membership so it becomes a new service for the existing population. The developer will need to work with the car club operator to ensure general accessibility to the car club vehicles for local residents without compromising the security of the development – this can mean gates opened with similar smart cards, moving the cars in front of security gates or providing on-street spaces for the car club.
4. Policy background and local plans

Policy Background

This section provides an overview of key national policies relevant to securing travel plans (and car clubs within them). The main policy document covering this area is the National Planning Policy Framework (NPPF) Planning, Building and the Environment (2012).

NPPF para 32\(^4\) states that:

All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost-effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

The need to manage transport in new developments is enshrined in many national policy and guidance documents, for example planning practice guidance on sustainable transport states that the transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel\(^5\). The Government established the need to reduce car dependency, increase travel choices and encourage sustainable distribution through key documents such as:

The NPPF which states (para 35) that plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore, developments should be located and designed where practical to;

- accommodate the efficient delivery of goods and supplies;

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• give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;

• create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;

• incorporate facilities for charging plug-in and other ultra-low emission vehicles; and

• consider the needs of people with disabilities by all modes of transport.

Para 36 states that:

“A key tool to facilitate this will be a Travel Plan. All developments which generate significant amounts of movement should be required to provide a Travel Plan.”

Local authorities should seek to ensure that strategies in the development plan and the local transport plan are complementary: consideration of development plan allocations and local transport priorities and investment should be closely linked. Local authorities should also ensure that their strategies on parking, traffic and demand management are consistent with their overall strategy on planning and transport. In developing the overall strategy, local authorities should take into account the potential for changing overall travel patterns, for instance by improving the sustainability of existing developments through a fully co-ordinated approach of development plan allocations and transport improvements.

The Department for Transport’s Good Practice Guidelines: Delivering Travel Plans through the Planning Process (2009) outlines the role and benefits of travel plans in the planning process, the way to secure them and their inter-relationship with Transport Assessments. It also discusses the requirements and elements of an effective travel plan, including generic guidance on securing car clubs as a means of encouraging sustainable transport.

All local authorities are now required to produce Local Plans, which set out a vision and a framework for the future development of the area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for safeguarding the environment, adapting to climate change and securing good design6. to set local policy and priorities for planning in the area. The Local Plan may include other documents, such as Supplementary Planning Documents – which have now replaced Supplementary Planning Guidance.

Setting down the support for the idea of car clubs in the Local Plan will provide a mechanism for securing the support of key partners such as developers, housing associations and business. This can be the catalyst for achieving car-free development, which is the case in Islington, where car club policy is complemented by a ‘car-free’

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6 http://planningguidance.planningportal.gov.uk/blog/guidance/local-plans/local-plans-key-issues/
policy adopted in the borough’s Local Development Framework (LDF) Core Strategy document in 2011 (see Chapter 3 on London and the Islington case study). Some authorities have sought to provide a policy framework for securing car clubs in new development in their Supplementary Planning Documents.

**Inclusion in Supplementary Planning Documents**

The NPPF states that supplementary planning documents (SPD) should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development. Many local authorities have prepared Supplementary Planning Documents on the subject of car clubs. SPDs provide practical detail on implementing the policy framework outlined in the Local Plan or Local Development Framework, for example:

SPDs specifically for car clubs are sometimes used to provide a very clear framework for developers to understand the commitment that would be required of them in relation to car clubs in new development. A recent example would be the London Borough of Ealing (see Ealing case study).

Car clubs are sometimes included in SPD covering a broader range of travel options, for example see the evolution of planning guidance in the Islington case study. Car clubs are sometimes covered in SPD under the heading ‘sustainable transport’.

For example, Exeter City Council has included a chapter on car clubs in its “Sustainable Transport” Supplementary Planning Document adopted in March 2013, in which it sets out how new development will, under certain circumstances, contribute towards the cost of providing and incentivising a car club operation:

The financial contribution may be part of a larger, flexible contribution to sustainable transport measures.

However, it should include:

- a capital contribution to fund one or more vehicles;
- a contribution to the car club operator’s costs;
- a year’s introductory membership for each household;
- the cost of the traffic order, signing and lining associated with the parking space.

A feature of this and a number of other car club SPDs, is the use of a scale of charges to secure contributions towards car club operations and marketing:

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<table>
<thead>
<tr>
<th>Car free city centre site of up to 45 dwellings</th>
<th>Major development area, per 200 to 250 dwellings (or 2000m² of B1 offices)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital cost</td>
<td>15,000</td>
</tr>
<tr>
<td>Purchase / installation of in-car telematics</td>
<td>2,000</td>
</tr>
<tr>
<td>Contribution to the car club operator’s costs</td>
<td>6,325</td>
</tr>
<tr>
<td>(assume £2,530 in first year decreasing by 25% a year as scheme becomes viable)</td>
<td></td>
</tr>
<tr>
<td>Subtotal</td>
<td>23,325</td>
</tr>
<tr>
<td>Cost per dwelling /45</td>
<td>518</td>
</tr>
<tr>
<td>5/250</td>
<td>93</td>
</tr>
<tr>
<td>Add introductory subscription (£50 per dwelling)</td>
<td>(household membership per dwelling, for one year) 50</td>
</tr>
<tr>
<td>(household membership per dwelling, for one year)</td>
<td>50</td>
</tr>
<tr>
<td>Total per dwelling</td>
<td>568</td>
</tr>
<tr>
<td>143</td>
<td></td>
</tr>
<tr>
<td>Plus:</td>
<td></td>
</tr>
<tr>
<td>Cost of Traffic Regulation Order: from £1500 per order</td>
<td></td>
</tr>
<tr>
<td>Cost of road markings and signage: from £1500 per vehicle</td>
<td></td>
</tr>
</tbody>
</table>

Another common approach is to address car clubs in SPD on travel plans. A recent example of this would be Leeds City Council whose SPD on Travel Plans was adopted in September 2012, which included information on car clubs and car sharing and their potential for use in new developments. It is intended to highlight those types of new development where car clubs could be considered as one of the measures in the travel plan “toolkit” which aim to reduce motorised vehicle usage and impact. To this end, the guidance suggests “the Introduction of (or use of existing) car clubs, including car club station/parking spaces (in a visible and publicly accessible location) and free membership and trial usage for residents / staff.”

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5. Car clubs in new development in London: A Review of Good Practice

Introduction

Since Carplus produced a good practice guidance document entitled “Car Clubs in Property Developments: A Practical Guide to Car Club Development” (http://www.carplus.org.uk/resources/best-practice-guidance/) in 2010, much has changed. New regional planning guidance has been approved in the London Plan 2011. More London Boroughs have approved and implemented planning guidance providing advice and a requirement for considering or including car clubs in new developments. As a consequence, there is now a large body of experience to review, from which good practice can be distilled. This chapter and associated case studies is the result of a recent study into the use of Section 106 agreements to secure car clubs in new development within London. The study, commissioned by Transport for London (TfL) and carried out by Carplus (http://www.carplus.org.uk) was carried out between July and October, 2014. It involved a review of car club policy in two London boroughs, Islington in inner and Ealing in outer London. It also involved a review of four case study developments, where car clubs had been secured through the use of $106 agreements. This was augmented by work carried out under the auspices of Car Lite London by Zipcar.9

Policy Background – the London Plan 2011

The London Plan 2011 guides development in London at a regional level. It is the Mayor’s spatial development strategy and provides an integrated economic, environmental, transport and social framework for the development of the capital over the next 20 to 25 years. The Plan’s objectives of greatest relevance to travel planning are:

• to ensure that London is a city where everyone can access jobs, opportunities and facilities with an efficient and effective transport system that actively encourages walking and cycling and makes better use of the Thames.

• to ensure that London is a world leader in improving the environment locally and globally, at the forefront of policies to tackle climate change, reduce pollution, develop a low carbon economy and consume fewer resources and use them more effectively.

Integration of transport and development to reduce the need to travel, is a strategic focus of The London Plan, as is the need to reduce emissions from transport. It also sets maximum car parking standards for new development. Minor changes have been suggested to the plan under the auspices of Further Alterations to the London Plan.

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9 http://www.zipcar.co.uk/car-lite-london-best-practice
The guidance currently states that all developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit and the residential parking standards in the table below are taken from: https://www.london.gov.uk/sites/default/files/FALP%20SUGGESTED%20CHANGES%20July%202014.pdf

The London Plan (adopted 2011) stipulates the following maximum residential parking standards:

<table>
<thead>
<tr>
<th>Number of Beds</th>
<th>4 or more</th>
<th>1-2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parking spaces</td>
<td>Up to 2 per unit</td>
<td>Up to 1.5 per unit</td>
</tr>
<tr>
<td></td>
<td>Less Than 1 per unit</td>
<td></td>
</tr>
</tbody>
</table>

Findings from the 2014 London case studies

The findings from these case studies shows that successfully integrating car clubs into a portfolio of travel options within new developments requires positive action at three levels:

1. **Policy** – requires good planning and parking policy, creating the conditions in which a car club can flourish and setting out a clear framework for securing a car club operation or a contribution towards one.

2. **Policy implementation** – requires properly worded planning conditions and S106 agreements, integrating the car club into a good quality travel plan and early involvement of a car club operator in the decision about whether and how to facilitate access to, or provide, a car club for occupants of the development.

3. **Operational factors** – these include the siting of and access to car club vehicles, signing and promotion of the car club to potential customers, parking enforcement to ensure the vehicles are in the right place and available when needed and making car clubs available to a wider audience than the occupants of the development itself.

We will consider these levels of intervention in turn, considering their application to both pressurised locations (typically inner London and around town centres) and suburban/outer London situations.

**Policy**

There are many factors outside the development process that can influence the success of implementing sustainable travel policies within new development. These include the size, density and location of the development, the availability and quality of a variety of transport modes, especially the proximity and frequency of public transport and the proximity of local services that can be readily accessed. Seen from the user...
perspective, living a good life without owning a car is made easier if there are local facilities within walking or cycling distance, good quality, high frequency public transport for longer journeys and having access to a car for those trips that are difficult to make by these other means – i.e. a car club. It is fair to say that making car clubs work is easier in these latter circumstances and more challenging (but still achievable) in suburban areas with little in the way of local services and only moderately good public transport services.

Whatever the circumstances, planning and parking policy can have a profound effect on the ability to provide people with a range of transport options and can encourage and enable people to make sustainable travel choices. In this regard, the chances of success can be greatly increased by the appropriate use of a variety of policy tools, mainly:

1. parking policy, especially the use of controlled parking zones;
2. parking policy with regard to new development, especially the ratio of car parking spaces to residential units or commercial floorspace; and
3. Planning gain policy, especially specific advice and adopted guidance regarding the use of S106 contributions or Community Investment Levy (CIL) to secure or promote car clubs.

The nature of those policy tools will vary depending on the circumstances. For example in inner London, where parking pressure is intense, proactive policy is needed at all three levels. Restrictive car parking policy is essential if the highway network is to function and for residents to have any quality of life and developer contributions are needed to provide people with an attractive range of travel options. So for example, the whole of Islington is covered by controlled parking zones, the Borough has implemented a car-free policy in new development as part of its core strategy within the local development framework and rapid car club expansion across the Borough was secured largely through developer contributions.

“Islington’s LDF Core Strategy ensures that new developments within the borough are designed and built in such a way as to encourage healthier, more affordable and more sustainable forms of travel. The Core Strategy now requires all new developments to be car-free, meaning that there will be no parking provision allowed on site and occupiers will not be eligible for residential on-street parking permits, with the exception of parking privileges to meet the needs of disabled people.”

In outer London a more nuanced approach is required with more emphasis on the second and third tier of policies. Parking policy tends to become less restrictive in areas where the pressure on parking space is lower and the use of controlled parking zones

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and ‘car-free’ policies in new development are limited to those areas with intense parking pressure to manage demand (e.g. around town centres and train / tube stations). In these circumstances limiting the ratio of parking spaces to units in new development and making judicious use of planning conditions and agreements becomes more significant in securing a range of travel options, including car clubs.

For example in Ealing, car club policy has been set out in a Supplementary Planning Document “Sustainable Transport for New Development”, adopted in December 2013\(^{11}\), which has the following key features:

1. Based on a clear and justifiable rationale for the inclusion of a car club within a Section 106 (S106) agreement, as a ‘reasonable’ and mitigating measure to address the otherwise adverse transport impacts of the development. This is important to minimise the risk of a developer appealing against a decision.

2. Above a threshold of 75 [residential] units, it is a requirement that the developer / applicant consults with one or more Carplus-accredited car club operators to assess the viability of a car club operation and to identify what support would be needed to make a car club or additional car club bays or vehicles viable. Thus there is an emphasis on early tripartite pre-application discussions between the local planning authority, the developer / applicant and a car club operator.

3. In smaller developments that couldn’t support a car club vehicle, a contribution is sought for one that can be shared with nearby residents.

4. If a car club vehicle would not be viable for the development on its own, the developer /applicant can be required to subsidise membership of an existing car club for occupants (applies to residential and commercial) instead of providing car club bays.

5. Shared residential and commercial use of car club vehicles is encouraged.

6. Car club bays, subsidised membership and other measures to enable car club use should be provided by the developer or their agent upon occupation of the development. This is important to enable sustainable travel behaviour patterns to be adopted by new residents and occupants from the outset.

Case study evidence shows that areas with relatively low parking pressure, low population density with only moderately good access to local services and public transport, can support a successful car club operation, provided the right use is made of these second and third tier policies (see for example the Northolt and BedZED case studies).

Policy implementation

For a policy to achieve its objectives, it has to be successfully implemented and there are a number of salient points with regards to car clubs. One is to ensure that the developer makes use of the expert knowledge of a car club operator to assess the viability of car club operation within or in conjunction with the development. An important point is clarity, especially in the wording of the S106 agreement to make it clear to all parties what they are entering into and what their commitment is. Here is one example from a Section 106 agreement in Islington:

“The First Owner or Second Owner as appropriate shall pay to the Council on Implementation of respectively the First Site [18-30 Leonard Street], the Second Site [40, 41, 42 and 44 Percival Street] £180 per residential unit within the respective part of the First Development without its own dedicated car park space. This sum is to be used by the Council for the provision to purchasers of interests in or tenants of dwellings comprised in the First Development of either, 12 months' free membership of the Car Club and enabling facilities, or other sustainable transport measures as determined by the Council.” And ... "The Developer shall ensure that residential occupiers and potential residential occupiers of the Development and the RSL in relation to the Affordable Housing are notified of the existence of and the facilities provided by the Car Club."

In the Ealing case study, having a local implementation plan with specific targets for car club growth is helpful in providing a framework for dealing with specific applications. Also important is having a sound reasoned justification for including car clubs within a S106 agreement, to ensure compliance with the tests set out in the NPPF and that there is a robust defence in the event of an appeal. This includes having clear evidence of the benefits of car clubs in terms of traffic demand-management, including reduced parking demand, reduced traffic generation and pollution. However, this is not sufficient in itself to justify the inclusion of car clubs in the S106 agreement for any given development. There has to be clear reasoning as to how the specific measure will mitigate the external impacts of that development. This does not apply if the Borough is collecting CIL to fund car club bays.

With regards to S106 agreements, there are a number of options. S106 can be secured to provide occupants of the development with incentives to use the car club (e.g. free drive time or membership), and/or provide car club bays and/or provide initial finance to the car club operator to operate the vehicle(s) for a limited period until it becomes commercially viable. In locations where there is already good coverage of car club vehicles, S106 can have more benefit when it is used to incentivise membership and use, whereas in locations where the network of car club vehicles is less dense, additional bays and support to operators to run cars (pump priming) may be of most benefit. As an early adopter of car clubs, Islington has focussed more on incentives in recent years, whilst Ealing used contributions to provide bays and pump prime car club vehicles, to expand the network.

Another issue that arose from this review is when to be specific in guidance to developers and when to leave the authority with discretion as to how contributions are
used. For example, if the potential developer contribution for a car club comes within a general heading of say ‘sustainable transport’, there may be competing demands for its use and no guarantee that it will be used to provide or incentivise a car club. However, sometimes Borough Councils have found it useful to have discretion over where and how the car club contribution is spent, which was the case in Islington. So, within the planning guidance, it may be beneficial to specify a contribution towards the provision and/or promotion of car club facilities, but leave some discretion over how the contribution is allocated.

A further aspect of S106 contributions towards car club facilities is the use of clauses that allow for the future expansion of the car club, if certain conditions are met. For example, if demand for an initial car club vehicle provided by the development exceeds certain levels, then the developer will be required to support an additional vehicle.

**Operational factors**

As well as supportive policy and good policy implementation, the four development case studies show that there are a number of other success factors that can make the difference between a viable car club operation and one that fails.

These include:

- the siting of and access to car club vehicles;
- clear marking and signing of car club bays;
- the promotion of the car club to potential customers and the offer of incentives;
- parking enforcement to ensure the vehicles are in the right place and available when needed and;
- making car clubs available to a wider audience than the occupants of the development itself (see ‘Factors affecting Success and Scale of Investment’ on page 11).

Siting of the car club bays and vehicles is important in all of the development case studies as the cars need to be available at all times and viability is helped if the bays and vehicles are visible to passers-by. For all these reasons, on-street locations were used as illustrated by the development case studies, (see also the guidance in the Islington case study). That is not to say that car club bays located within developments can’t succeed, but in circumstances where the viability of a car club facility is finely balanced, visibility and accessibility can make a difference (see for example, the Northolt case study).

Another important factor is the clear marking of car
club bays and highly visible signage (illustration is taken from http://www.ericmanners.net/tpm07_carclubs.pdf). This not only raises public awareness of the availability of the car club, it also reduces the risk of bays being blocked by illegal parking. An effective enforcement regime is essential so that vehicles can be returned to their designated bay for the next customer. Blocked car club bays are frustrating for the returning customer, an administrative and logistical problem for the operator and a nuisance for the next customer who has to search for the car club vehicle.

Shared use proved to be important in most of the development case studies, especially those where viability is in not guaranteed, e.g. in suburban, outer London. Travel options for occupants of the development can also be improved if reciprocally car club vehicles in the wider area are available to residents of the development (see especially the 259 City Road case study). Shared use between residential and business users was also a factor that influenced the success of the car club.

Promoting the car club to prospective occupants (off-plan) and in welcome packs, coupled with incentives such as free membership and free drive time can help people to form new travel habits at a moment of change in their lives. Moving house or job location are moments in life when new ways of doing things become possible and new habits and customs are formed. Having a car club available from the outset provides the opportunity to live without owning a car and to make a habit of only using a car when it is the most suitable option. The provision of incentives, using S106 funding to provide free membership and free driving credit reinforces the adoption of new patterns of travel behaviour from day one.

Conclusion

The review shows that there cannot be a one-size-fits-all policy on car clubs. The emphasis of policy and implementation is generally different in pressurised areas, especially in Inner London and around town centres, than in suburban areas with a lower level of accessibility to facilities and services. The aim is that people involved in the development process can use the examples of good practice that are relevant to the specific circumstances they are addressing, thereby securing more successful car clubs in new developments across both inner and outer London.
6. Case studies

London Boroughs

- London Borough of Ealing
- London Borough of Islington

Property developments

- 259 City Road Islington
- New River Village Haringey
- BedZed
- Northolt
Ealing Borough Council

Good practice in securing car clubs in new developments in outer London

Ealing has seen an impressive growth in car club usage and bay provision. From 2008 to 2014, the Borough increased the number of car club bays by 13 to 94 bays. The Borough has used S106 and Supplementary Planning Documents to achieve this.

Success factors at a glance

• An approach based on understanding the operational requirements of car clubs. For example it acknowledges that parking pressures, good access to local service and high frequency public transport are important indicators of the likely success.

• Giving a clear and justifiable rationale for the inclusion of a car club within a Section 106 agreement, as a ‘reasonable’ mitigating measure to address the otherwise adverse transport impacts of the development.

• Above a threshold of 75 [residential] units, the developer or applicant is required to consult with one or more accredited car club operators to assess the viability of a car club operation and identify what support would be needed to make a car club or additional car club bays or vehicles viable.

• In smaller developments that couldn’t support a car club vehicle, a contribution is sought for one that can be shared with nearby residents.

• If a car club vehicle would not be viable for the development on its own, the developer or applicant can be required to subsidise membership of an existing car club for occupants instead of providing car club bays.

• Shared residential and commercial use of car club vehicles is encouraged.

• Car club bays, subsidised membership and other measures to enable car club use should be provided by the developer or their agent upon occupation of the development.

Background

Ealing Borough has varied development, transport and demographic characteristics. The East of the Borough has inner London characteristics, with high density land use and frequent high-capacity public transport, for example around Ealing Broadway station.

There is considerable parking pressure and much of the East of the Borough is covered by controlled parking zones. The West of the Borough is characterised by outer London characteristics; lower density, suburban public housing, with less parking pressure. Demographically, the East has a higher proportion of young professional people, and the West, older and lower income households.

The Borough has three car club operators, Zipcar, City Car Club and Hertz.

Ealing has seen an impressive growth in car club usage and bay provision. From 2008 to 2014, the borough increased the number of car club bays by 13 to 94 bays.

This reflects a 700% increase in car club bays since 2008 and ranks as the second highest level of growth in Outer London.

Figures from September 2013 show the current car club provision in Ealing to be:

• Zipcar – 39 cars, 1,947 members (10% increase so far this year)
• City Car Club – 40 cars, 1,918 members (20% increase in the previous 12 months up to the end of June 2014)
• Hertz 24/7 – 6 cars, 1,900 members (18.4% increase so far this year)

The main planning tools used by Ealing Borough Council to secure car club bays and vehicles and to promote car club use in new developments are Supplementary Planning Documents (SPD), individual Section 106 agreements and conditions on planning consents.
Planning policy evolution

The guidance to developers and the planning requirements of Ealing Borough Council have evolved over the past ten years. In 2002, Ealing became a founding member of the former London Car Club Consortium, which was set up to kickstart the car club idea in London. The Consortium comprised a collection of 12 London Boroughs committed to promoting car clubs as a means to provide Londoners with a range of travel options, reduce car use and reduce demand for car parking.

Ealing Borough Council became chair of the consortium, following the arrival of Geoff Warren as London Borough of Ealing’s Head of Transport Planning & Policy from Camden Council. The Consortium operated until 2007 when its role coordinating Boroughs was taken on by Transport for London.

Ealing is also the lead borough for WestTrans, a consortium of the Six West London Boroughs of Brent, Ealing, Hammersmith and Fulham, Harrow, Hillingdon and Hounslow.

The approach to securing car clubs in new development was formalised with the inclusion of Policy 9.8 within the Unitary Development Plan (UDP). UDPs were the predecessor to Local Development Frameworks and Local Plans. The Ealing UDP stated that low car housing is suitable if, amongst other things, a developer agrees to contribute to a car club. This was adopted in October 2004 and clarified through the publication of SPD 7 which was adopted in March 2006. This was subsequently updated with the adoption of SPD “Sustainable Transport for New Development”, a document that gives prominence to travel plans and car clubs within transport policy and was adopted in December 2013.

Some key features of Ealing’s current approach (2013 guidance):

- Based on an understanding of the operational requirements of car clubs. For example it acknowledges that parking pressures are an important indicator of the likely success of a car club, as are having good access to local services and high frequency public transport.

- Based on a clear and justifiable rationale for the inclusion of a car club within a Section 106 (S106) agreement, as a ‘reasonable’ and mitigating measure to address the otherwise adverse transport impacts of the development. This is important to minimise the risk of developer appealing against a decision.

- Above a threshold of 75 [residential] units, it is a requirement that the developer / applicant consults with one or more Carplus-accredited car club operators to assess the viability of a car club operation and to identify what support would be needed to make a car club or additional car club bays or vehicles viable. Thus there is an emphasis on early tripartite pre-application discussions between the local planning authority, the developer / applicant and a car club operator.

- In smaller developments that couldn’t support a car club vehicle, a contribution is sought for one that can be shared with nearby residents.

• If a car club vehicle would not be viable for the development on its own, the developer/applicant can be required to subsidise membership of an existing car club for occupants (applies to residential and commercial) instead of providing car club bays.
• Shared residential and commercial use of car club vehicles is encouraged.
• Car club bays, subsidised membership and other measures to enable car club use should be provided by the developer or their agent upon occupation of the development. This is important to enable sustainable travel behaviour patterns to be adopted by new residents and occupants from the outset.

The main differences between the 2007 and 2013 SPDs are:
• Early involvement of a car club operator became a requirement.
• A change in the threshold within which a car club is required, down to 75 [residential] units in 2013 (minimum 1 car), from 200 units in 2006 (minimum 2 cars).
• Increasing the scope of the guidance from residential development to include commercial development, with inclusion of the policy: “With regards to commercial use classes all businesses within the strategic level threshold would need to provide a car club on site and membership for all employees that want it unless all accredited car club operators confirm they are uninterested.”

Lessons learned
The main lesson from Ealing is the requirement for developers/applicants to engage in pre-application discussions with car club operators and the local planning authority to assess the potential viability and feasibility of providing a car club bay(s) / vehicle(s) for the development. An important point is clarity, i.e. that all parties are clear what they are entering into and what their commitment is.

Having a Local Implementation Plan with specific targets for car club growth is helpful in providing a framework for dealing with specific applications. The Local Implementation Plan (LIP) target for the Borough is currently 107.

Critical to achieving successful car clubs in new development is getting the wording of the S106 agreement right. If there is ambiguity or uncertainty, then this is likely to lead to an unsuccessful outcome. Also critical is having a sound reasoned justification for including car clubs within a S106 agreement, to ensure there is a robust defence in the event of an appeal. This includes having clear evidence of the benefits of car clubs in terms of traffic demand-management, including reduced parking demand, reduced traffic generation and pollution. However, this is not sufficient in itself to justify the inclusion of car clubs in the S106 agreement for any given development. There has to be clear reasoning as to how the specific measure will mitigate the external impacts of that development.

There are a number of examples of specific developments that have worked well. One such is Northolt, where there were applications for two developments, neither of which was of a size or location that could support a viable car club. The area is not one favoured by car club operators. The planning authority decided to pool the S106 contributions from both developments to provide 2 car club parking bays within easy distance of each development (see ‘Northolt’ case study).

However, there have been issues in the implementation of policy, including development where the requirement to provide a fully operational car club upon occupation has not been complied with. The main issue and the reason why the car club requirement has not yet been implemented is to do with the relatively ambiguous wording of the S106 agreement.

Conclusions
Ealing Borough Council’s approach illustrates how car clubs can contribute to the delivery of sustainable transport in outer London areas that do not have the operating characteristics (population density, access to local services etc.) that usually accompany successful car club operations.

Having a clear Supplementary Planning Document and a Local Implementation Plan with specific targets for car club growth have helped to achieve this. So too has the requirement for pre-application discussions between developer, car club operators and the local authority to ensure that car club proposals are viable.

Acknowledgements
Carplus would like to thank John Bowman, Transport Planner at the London Borough of Ealing for his help in preparing this case study.
Islington Borough Council

Good practice in securing car clubs in new developments in inner London

Islington has faced up to the intense traffic and parking pressure of its inner London location with robust planning policies to minimise the adverse traffic and environmental impact of new development.

Success factors at a glance

- From 2005-2009 a fixed sum was charged per unit of residential accommodation, which gave developers certainty about the scale of their contribution and ensured consistency across the Borough.

- The approach ensured that there was a contribution to providing, enhancing and promoting car clubs in new development, but allowed the Borough Council some flexibility as to where and how best to make use of the available funding.

- A strong and supportive policy context, significantly the ‘car-free’ policy, helped to ensure car clubs are required and work within new development.

- S106 funding was used to incentivise occupants of new development to join the car club and begin using the service, as well as for the provision of new car club bays and cars.

- The location of bays and access to car club vehicles by the wider public has been addressed via guidance, with the latest being Islington’s Local Plan: June 2013 Development Management Policies.

S106 agreement

It is important to ensure that the wording of the S106 is unambiguous.

Below is a sample Section 106 agreement (used in Islington from the period between 2005 and 2009):

“The First Owner or Second Owner as appropriate shall pay to the Council on Implementation of respectively the First Site [18-30 Leonard Street], the Second Site [40, 41, 42 and 44 Percival Street] £180 per residential unit within the respective part of the First Development without its own dedicated car park space.

This sum is to be used by the Council for the provision to purchasers of interests in or tenants of dwellings comprised in the First Development of either, 12 months’ free membership of the Car Club and enabling facilities, or other sustainable transport measures as determined by the Council.”

and ....

“The Developer shall ensure that residential occupiers and potential residential occupiers of the Development and the RSL in relation to the Affordable Housing are notified of the existence of and the facilities provided by the Car Club.”
Background
Islington is an inner London Borough with considerable transport and parking pressures. It has the highest population density in the UK and its population is growing. Islington has the third highest concentration of cars per hectare in England and Wales, (it has 28 cars per hectare compared to about 2 cars per hectare across England and Wales, and about 17 cars per hectare across London). Economic activity in the Borough generates a net inflow of approximately 112,000 people and the forecasts for employment growth mean that this is likely to increase. The pressure on parking space in Islington is intense and could grow without positive demand management. However, only 35% of households in Islington own a car. This is the second lowest level of car ownership in England and Wales, and is well below the average for Inner London. Controlled Parking Zones cover the whole of the borough. Islington has a sole car club provider – Zipcar.

The growth of Islington’s car club and membership was particularly rapid between 2007 and 2010 (see Figure 1), although growth in the number of car club cars and bays has slowed somewhat in recent years.

Planning policy evaluation
Islington’s policy on securing car clubs through new development has evolved in three phases over the past eleven years. From around 2003 to 2005, some S106 money was collected from certain developments for ‘car club membership’, and other money for ‘car club bays’.

In 2005 the S106 terminology was made more general with the adoption of the phrase ‘car club membership and enabling facilities’, followed by even more general wording in the form of ‘sustainable transport measures’. The first provided more flexibility for how car club funds could be used; the second allowed even more flexibility but as a result meant that not all of this money had to be spent on car clubs.

In practice, money collected using this clause in S106 agreements has only been spent on car clubs and on the implementation of a borough-wide 20mph speed limit. The required contribution of £180 per unit was based on a calculation of the average cost of providing car club membership and bays to serve new developments. This approach provided the flexibility to ensure that all funds could be spent on what was most needed in that area.

In 2009, a new Supplementary Planning Document (SPD) was adopted that integrated the ‘sustainable transport measures’ S106 contribution into the larger ‘transport and public realm’ contribution. This meant potentially having to argue for car club money out of a larger and much more strongly contested pot of transport money from developments. In practice, the Borough had collected enough money during the previous phase to enable continued expansion of the car club network for some time. And coincidentally, it was not long after this policy change that Zipcar bought Streetcar and did not need more bays. Still, in terms of car clubs alone, the new wording could be argued to have been more flexible than ideal.

The 2013 update of the borough’s Planning Obligations SPD did not change the 2009 approach, Islington still collects S106 funding for ‘transport and public realm improvements’ rather than specifically for car clubs.

Complementing Islington’s car club policy is a very strong ‘car-free’ policy adopted in the borough’s Local Development Framework (LDF) Core Strategy document in 2011:

“Islington’s LDF Core Strategy ensures that new developments within the borough are designed and built in such a way as to encourage healthier, more affordable and more sustainable forms of travel. The Core Strategy now requires all new developments to be car-free, meaning that there will be no parking provision allowed on site and occupiers will not be eligible for residential on-street parking permits, with the exception of parking privileges to meet the needs of disabled people.”

2 Source: http://www.ericmanners.net/tpm10_carclubs.pdf
And further guidance on the implementation of this policy with regards to car clubs is provided in Islington’s Local Plan Development Management Policies (DPD):

“Developer contributions are required to include a financial contribution towards car club infrastructure, such as car club parking bays and other car club enabling measures, such as membership subsidy. Such a contribution may be made through Community Infrastructure Levy (CIL) or Section 106, as appropriate. (See also Policy DM9.1 [Infrastructure].) … The provision of off-street car club bays within developments as an alternative to on-street provision will only be accepted where it has been demonstrated by the developer, to the satisfaction of the council, that on-street parking is not appropriate or possible. Should the council accept the need for off-street car club parking bays instead of on-street bays these must be publicly accessible at all times (with no need for a key or other security measures to access the spaces) and located in order to allow for accessible and convenient access. … Where parking is provided, such as in relation to car clubs and where essential operational needs must be met, electric vehicle charging points will be encouraged.”

Lessons learned
One of the key success factors has been having guidance that specifies that developers will contribute towards car clubs, and then providing some flexibility for where that funding will be best used. This raises an operational issue, chiefly how to provide an auditable record of from where the funding was collected and to where the funding was allocated to demonstrate that specific contributions have mitigated their specific traffic impacts – i.e. there is a direct link between the potential negative impact of the development and the mitigating investment in car clubs.

Having controlled parking zones across the Borough and employing the ‘car-free’ policy in new developments are both policies conducive to successful car club operations. Ensuring that car club bays are shared with residents from the surrounding neighbourhood, rather than for the sole use of the occupants of the development, helps to ensure viable car club operations. Critical here is ensuring that bays are located where they are visible to residents from the surrounding neighbourhood and that those residents have unrestricted access to the car club vehicles.

It is important to ensure that the wording of the S106 is unambiguous so that it secures the improvement / mitigating measure the authority is seeking.

Conclusions
Islington has faced up to the intense traffic and parking pressure of its Inner London location with robust planning policies to minimise the adverse traffic and environmental impact of new development.

Specific policy and guidance relating to car clubs has provided developers with a consistent approach and has provided the Borough with the flexibility to make best use of S106 contributions. This, combined with the policy of ensuring that car club vehicles funded by new development are shared with existing residents and businesses of the Borough, resulted in rapid expansion of the car club and its membership.

Acknowledgements
Carplus is grateful to Eric Manners, a team leader in Islington’s Spatial Planning and Transport service who has been responsible for Islington’s car club since 2003, for providing information used in the preparation of this case study.

Success factors at a glance

Islington’s parking and planning policies, the use of a well-worded Section 106 agreement and a number of operational features, including promotion, incentives and bay location have all contributed to the success of this car club.

- The development is within easy walking distance of 17 car club vehicles across 10 locations
- The car club was promoted to occupants prior to arrival and within welcome packs when they move in and the operator (Zipcar) carry out quarterly letter drops on site
- Incentives were provided through initial 2-years free membership and £60 free driving credit
- Car club vehicles are shared with the surrounding residential neighbourhood. Occupants of 259 City Road have access to existing car club vehicles in the surrounding area (considered crucial to the viability of a car club scheme).
- The car club vehicles are shared by residential and business users, which again improves viability - weekday utilisation is increased by business usage whilst residential demand is highest at weekends but lower in the week.

Key facts

- High rise, high density mixed tenure residential development
- 304 units of private and affordable housing
- Retail, parking, parks and walkways
- 78 parking spaces

Completed

- Phase A: Completion is expected in 2015. 25% of appartments sold by June 2014
- Phase B: 100 units fully occupied

Parking ratio

- Total: 0.26:1
About the development

259 City Road is an important part of the regeneration of the land and waterways around City Road Basin on the Regent’s Canal in Islington.

The masterplan for this site was approved by the planning authorities in 2004. Commissioned jointly by Islington Council, British Waterways and a number of landowners, Bennetts Associates’ masterplan creates a high-density, mixed-tenure residential development that opens the basin up to public use, with parks and walkways around the water and a range of lively commercial and community uses at ground level.

The illustration above is an impression of one of the two high rise residential schemes that are the signature of Bennetts Associates’ masterplan.

At 28 storeys the development will ultimately accommodate 204 units of private and 100 units of affordable housing plus 677 m² of flexible mixed use commercial floorspace. The scheme incorporates sustainable design measures and ‘Lifetime Homes’ standards. The affordable block is currently on site. Around 100 units are currently fully occupied (Summer 2014).

Background to the Borough

Islington is an inner London Borough with considerable transport and parking pressures. It has the highest population density in the UK and its population is growing.

Islington has the third highest concentration of cars per hectare in England and Wales. It has 28 cars per hectare compared to about 2 cars per hectare across England and Wales, and about 17 cars per hectare across London.

The pressure on parking space in Islington is therefore more intense than in virtually any other part of London.

However, only 35% of households in Islington have a car. This is the second lowest level of car ownership in England and Wales, and is well below the average for Inner London. Controlled Parking Zones (CPZ) cover the whole of the Borough.

For these reasons, Islington Borough Council has pursued policies to reduce the traffic generation and impact of new development, including the introduction, expansion and promotion of car clubs.

Islington’s Transport Strategy (Local Implementation Plan 2011 to 2031), dated March 2012, states:

“Islington’s LDF Core Strategy ensures that new developments within the borough are designed and built in such a way as to encourage healthier, more affordable and more sustainable forms of travel. The Core Strategy now requires all new developments to be car-free, meaning that there will be no parking provision allowed on site and occupiers will not be eligible for residential on-street parking permits, with the exception of parking privileges to meet the needs of disabled people.”

Since the launch of Islington’s first on-street car club parking bays in 2003, the council has expanded the network to the extent that there is now a car club bay within a five minute walk of all residences in the borough.

Suitable dedicated car club bays will be identified and installed and/or converted in the CPZ subject to consideration of consultation responses. Developer contributions (e.g. S106) have been secured to fund the expansion of car club infrastructure and other car club enabling measures.

For some years, a standing feature of S106 agreements for developments of this nature was inclusion of a contribution of £180 per unit towards the cost of providing bays and promoting the use of the car club.

CASE STUDY: 259 CITY ROAD

The car club

259 City Road is presented as a case study of good practice in providing car club services for new development. It demonstrates a number of features conducive to the successful use of the planning process to secure a well-used car club.

The first feature is that the car club was promoted to occupants prior to their arrival and also within their welcome packs when they move in.

The operator (Zipcar) also carries out quarterly letter drops on site. This is important because moving house is one of those moments in life when new ways of doing things, habits and customs are formed. Having a car club available from the outset provides the opportunity to live without owning a car and to make a habit of only using a car when it is the most suitable option.

Not only was the car club promoted, but it was incentivised by using S106 funding to provide an initial 2-years’ free membership and £60 free driving credit for occupants of the site. This reinforces the adoption of new patterns of travel behaviour from day one.

The car club vehicles are shared with the surrounding residential neighbourhood, and occupants of 259 City Road have access to existing car club vehicles in the surrounding area. This improves the viability of the car club, as it makes for efficient use of each vehicle.

The car club vehicles are also shared by residential and business users. Again this improves the viability of the car club vehicles because mid-week utilisation is increased by business usage and this is essential as there is high demand at weekends but less demand during the week.

The success of the promotion of car clubs at 259 City Road can be seen in the level of membership – 28 members out of 100 units (as at Summer 2014). Utilisation rates for the 17 car club vehicles at 10 locations within a 10-minute walk of the site are buoyant.

Case study features

- Some of the success factors for this site relate to general circumstances conducive to the successful application of car clubs, for example the population density, access to public transport, access to centres of activity and so on. However, these situational factors do not guarantee success.

- The success of this case study derives also from the specific policy context in Islington. A supportive planning and policy framework, including limitations on the amount of car parking space provided and which features car clubs as part of a portfolio approach to providing travel options and travel planning, helps to secure successful outcomes.

- Success also requires the implementation of planning policy. In this case, the use of S106 planning agreements to provide car club bays along with promotion and incentives to take up the car club option helps people make a transition to a car-lite lifestyle.

- Operational features are also important (see ‘success factors at a glance’). 259 City Road illustrates these three levels of consideration – policy, implementation and operational.

Acknowledgements

Carplus would like to thank Guy Davis, Property Development Locations manager for Zipcar and Eric Manners, a team leader in Islington’s Spatial Planning and Transport service who has been responsible for Islington’s car club since 2003, for providing information used in the preparation of this case study.
New River Village Haringey

A case study of the successful inclusion of car clubs within mixed-use development

New River Village is an early example of a car club established as a stand-alone operation within a new, high-density residential development, which has endured for almost a decade. It exemplifies some of the operational factors that facilitate successful car club operations, including making cars available, accessible and visible to non-residents.

Success factors at a glance

Stand-alone car club operations can be viable in high-density residential / mixed-use developments that are large enough in terms of the number of residential units and where resident parking is limited.

Operational features of the New River Village car club have contributed to its longevity.

- A substantial high-density residential development with a large number of units and limited car parking allocations helped to generate sufficient demand for a viable car club operation

- The car club was promoted to occupants prior to occupation and membership was incentivised via an initial 1-years free membership and 20% discount card for the first twelve months

- The car club vehicles are available from on-street locations and are shared with residents and businesses in the surrounding residential neighbourhood

- The operator, City Car Club, offers £1 membership to customers of Zipcar, the dominant car club operator in the Borough, improving the availability of the car club offer and customer choice

Key facts

- High density residential development
- Mix of 1-4 bed units
- 465 units for market sale
- 157 units Registered Social Landlord
- Restaurant, bar and gallery
- 406 parking spaces

Completed

- 2005

Parking ratios

- Total: 0.65:1
- Affordable appartments: 0.26:1
- For sale: 0.78:1
New River Village is an award-winning development at the former Thames Water pump station in Hornsey, within Haringey Borough Council. Built in the early 2000s, the development combines contemporary design and public spaces in a high-density housing development (178 dwellings per hectare) of 622 units. The scheme is a mix of 1-4 bed units, with 465 units for market sale and 157 units Registered Social Landlord (roughly 25%). The 1901 listed pump house has been refurbished as a restaurant bar, with a gymnasium attached, and separate gallery with an artist in residence.

The development has a total of 406 parking spaces, the majority of which are contained in 2 levels of underground parking with some on street parking. Of these, 41 (approximately 10%) of the spaces are allocated for the affordable apartments. The development includes a 450m, 2 hectare linear park with wide walkways and cycle ways that connect Hornsey High Street to Wood Green and Alexandra Palace, helping to integrate it with existing communities. Hornsey Station is about a 4 minute walk away, with regular services into Kings Cross and Moorgate to the South and Welwyn Garden City and Stevenage to the North.

Hornsey is an inner-suburban area located about 6 miles north of Charing Cross, within the administrative area of the London Borough of Haringey.

The borough has addressed increasing parking pressure with a programme of controlled parking zones, introduced to manage competing pressures for limited parking supply in areas of high parking demand. The map below shows the existing CPZ’s in Haringey will cover approximately two-thirds of the borough.

Haringey Council continues to introduce new or expand existing CPZ’s where residents are affected by increased pressures on limited parking supply.

Controlled Parking Zone areas in Haringey (March 2014)

Car clubs

The Council considers increasing resident and business access to car club vehicles is an important policy for encouraging sustainable car usage, easing local parking pressures, reducing pollution and carbon dioxide emissions.

City Car Club had been operating at New River Village since 2005, having been commissioned by the developer to discharge the requirements of the Section 106 agreement to provide a car club for the development. City Car Club has three cars parked in designated car club bays on a private road within the development.

1 Haringey Transport Strategy 2011-2014
http://www.haringey.gov.uk/final_draft_lip_chapter_3.0.pdf
In 2008 Haringey Council tendered for the provision of an on street car club network. Streetcar (now Zipcar) were awarded the contract and began operating the service in July 2009 with 27 vehicles located at 14 designated on-street parking bays across the borough.

The car club service has been extremely popular with Haringey residents and there are now over 4,800 Zipcar members.

Car club provision has expanded rapidly to keep up with demand and there are now 72 Zipcar vehicles located across the borough plus the 3 City Car Club cars at New River Village.

Future car club demand analysis suggests there is huge potential for car club expansion in Haringey with over 34,000 potential car club users. So far Haringey has only met 14% of this potential demand.

Despite a slowdown in membership growth and vehicle utilisation during 2012 both have since picked up again, with a reported 20% membership growth during 2013. If this trend continues during 2014, further expansion of the network should be possible in 2015.

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Case study features

- New River Village is an early example of the successful use of the planning process to secure what was a free-standing car club in a new, (predominantly) residential development.
- One of the key features conducive to the success of the car club is that the development has a moderate to low parking ratio (roughly two car parking spaces per three residential units).
- Although the surrounding area at the time of the development was not a controlled parking zone, it has subsequently been designated as such.
- The substantial size of the development was a factor in generating sufficient demand to support a viable car club operation.
- One of the factors leading to its success was that the car club was promoted to prospective occupants prior to occupation, along with the incentive of one year free membership and a 20% Discount Card for the first year.
- A further success factor is that the car club vehicles are available to residents of the surrounding neighbourhood and the bays are located on-street, so that the cars are also visible to non-residents of the development.
- Since the tender process for car club development in 2008, the remainder of the Borough has been operated by Streetcar, now Zipcar, however City Car Club offers membership for £1 to existing members of Zipcar, so residents of the wider area can easily gain access to the cars within the development.
- Demand remains buoyant, with the three cars at New River Village averaging 70-80 bookings a month covering 600-700 hours of bookings.

Acknowledgements

Carplus would like to thank Keith Kelly, Head of Locations at City Car Club and Edwin Leigh, Principal Transport Planner at the London Borough of Haringey for their help in preparing this case study.
Success factors at a glance

BedZED illustrates that car clubs can operate successfully in new property development in outer London, provided the development has limited car parking spaces and the car club is well marketed to prospective occupants prior to occupation.

This then enables the car club operator to consolidate and expand in the area, as future development opportunities arise.

- The car club was actively promoted to potential residents and businesses as part of a package of eco-living, which included very limited car parking availability and good access to a train station.
- The car club was marketed prior to occupation and subsequently to raise awareness of the car club to occupants.
- Co-use by existing residents of neighbouring areas, and use by both residents and businesses in the development, helps the viability of the operation.
- Having an established viable car club around one development enabled future car club provision in other new developments, which may not have been viable as stand-alone operations.

Key facts

- Mixed development
- 82 residential units, 17 live work units and 1,405m² of workspace
- Carbon neutral community
- Green spaces, recycling facilities, water saving features and a legally binding green transport plan
- 50 parking spaces

Completed

- 2002

Parking ratio

- Total: 0.52:1
About the development

The Beddington Zero Energy Development (BedZED) is an example of innovative, zero-energy, sustainable housing on a multi-unit scale.

The 82 houses, 17 ‘live-work’ apartments, and 1,405 m² of workspace were built between 2000-02.

BedZED is a carbon-neutral community with plentiful green spaces, recycling facilities, water saving features, and a legally binding green transport plan.

The transport plan promotes walking, cycling, and use of public transport.

A key feature of the development is the level of parking provision: 50 spaces to serve residents businesses and visitors. A car pool for residents has been established and BedZED was the first low-car development in the UK to incorporate a car club, “ZEDcars.”

The development is a ten minute walk from Hackbridge train station.

Background to the Borough

The Beddington Zero Energy Development is situated in the London Borough of Sutton.

Sutton is an outer London Borough, with predominantly relatively low density suburban housing. It has a population density of 41 people per hectare; the 13th least populated of all London boroughs.

Car ownership in Sutton is one of the highest in London at 77% (at least one car or van per household), compared to 71% for the other outer London boroughs. Sutton has a small network of car club bays and vehicles, despite being one of the early adopters of car clubs in London.

Car club

The car club is operated by City Car Club who also operate extensively at developments in both central and outer London boroughs.

There are three cars on-site or within easy reach of its residents. As a result, the development has a lower rate of car ownership and 64% lower annual car mileage compared to national average.

The car club was established as an integral element of the development’s travel plan (or green travel plan as they were known at the time) and formed part of conditions on the original BedZED planning consent.

The car club was marketed to prospective residents prior to occupation and was part of the welcome packs given to occupants.

The cars are used not only by BedZED occupants, but also by people from the surrounding residential neighbourhoods. This helps to maintain the viability of the cars, which might not be supported by the occupants of the development alone.

In addition, the development encourages both business and residential use, which again helps to maintain utilisation rates across the week and therefore viability.

Because of the success of BedZED in establishing car club use, it has enabled the operator, City Car Club, to take advantage of other opportunities for expanding the provision of car club cars in nearby areas of Sutton.

1 http://inhabitat.com/bedzed-beddington-zero-energy-development-london/
Hackbridge.

Two recent residential developments have incorporated car club operations as part of their planning consent and associated Section 106 agreement.

These are Saxon House and Durand Close. Both S106 agreements for these developments included packages of promotion and incentives (free membership and drive time) for occupants to take advantage of the car club.

Case study features

- BedZED illustrates that car clubs can operate successfully in new property development in outer London.
- A key factors for success was the limited car parking space within the development and the low parking ratio achieved.
- The car club was particularly well marketed to prospective occupants prior to occupation and subsequently.
- It is also used by residents of the neighbouring area which supports the viability of the operation.
- The success of the initial car club is an enabling factor for the car club operator to consolidate and expand in the area, as future development opportunities arise.

Acknowledgements

Carpus would like to thank Keith Kelly, Head of Locations at City Car Club for his help in preparing this case study.
Northolt

A case study of successful inclusion of car clubs in residential development in an area of marginal car club viability

This case study demonstrates how car clubs in new development can succeed in a relatively low-density area of outer London, with a low Public Transport Accessibility Level (PTAL) score.

It has succeeded in an area that had previously not attracted car club operations by pooling Section 106 contributions from two developments and by the operator working in partnership with the local authority.

Success factors at a glance

Northolt illustrates the successful expansion of car club operations into lower density, suburban outer London.

A feature of this example is the use of developer contributions from more than one development, each too small to support a car club.

- Pooling S106 in areas where car club demand is less buoyant can create a successful operation
- Visibility of the car club bay / vehicle and ease of access to it, are important to the viability of the operation. The highly visible, but off-street bay has helped to minimise issues of petty vandalism
- Co-use by existing residents of neighbouring areas and residents of the new development is crucial to viability
- A partnership approach between local authority and the operator (Hertz 24/7) helped to ensure that a realistic proposal was agreed and enables on-going promotion of the car club on site

Key facts

- Two smaller developments
- Northolt House, a 42 unit residential development, plus 631-637 Whitton Avenue West comprising 39 units of sheltered housing and 29 residential units
- 59 parking spaces

Completed

- 2012

Parking ratio

- Sheltered apartments 0.43:1
- Affordable housing 0.6:1
- Northolt House 0.6:1
Background to the development

These two car club cars and bays came about as a result of Section 106 funding from two residential developments: Northolt House at Haydock Avenue (a 42 unit residential development) and 631-637 Whitton Avenue West (39 units of sheltered accommodation and 29 residential units).

Neither development is of a size or density that could independently support a car club car. Whitton Avenue West is in an area where there are few parking restrictions, whilst Northolt House, being close to the train station is an area with some parking restrictions.

Ealing Borough Council pooled the contributions from these two developments and teamed up with Hertz 24/7 to set up the scheme which has two cars available in dedicated parking bays at Northolt Leisure Centre some 270 metres from Northolt train station and within ‘Whitton Avenue West’, situated 1.2km from Sudbury Hill and Northolt Park train stations.

The developments were completed in 2012.

Membership is free and the pay as you go car hire rate from £5.50 per hour includes 20 miles of fuel, insurance, roadside assistance, the congestion charge and cleaning.

The new car sharing bays bring the total in the Borough to 94 (as at July 2014), providing residents who need to use a car with a flexible and more environmentally friendly option which avoids the cost of running and maintaining their own vehicle.

The scheme uses fuel-efficient cars, a Ford Fiesta 1.4 TDCi and a Ford Focus Econetic.

Background to the Borough

Northolt lies in the North of the Ealing Borough Council area. It is an area characterised by suburban development, older owner-occupied housing to north of Western Avenue (1920s-1930s) and predominantly public / social housing (1960s-1970s), to the south of the Western Avenue, particularly along the Kensington and Ruislip Roads.

The area of Northolt where the car club is located lies to the North of Western Avenue.
Ealing Borough Council agreed to pay a sum to the operator for three years from launch of the car club bays to operate the two cars (£12,000 of S106 funding was secured from the Whitton Avenue West development for the car club and £24,000 from Northolt House). The 3-year support from the S106 funding expires in September 2015.

Demand for the car located in the leisure centre car park, which is more visible to a wide audience including local residents and users of the centre, is considered by the operator to be buoyant and sufficient to become commercially viable after the developer funding expires.

Case study features

- Northolt illustrates the successful expansion of car club operations into lower density, suburban outer London.

- A feature of this example is the use of developer contributions from more than one development, each too small to support a car club.

- The provision of the resulting car club cars for use by both residents of the new development and of surrounding streets is crucial to ensuring the scheme’s viability.

- Funding to support the operator was agreed for three years from the launch using developer S106 contributions to enable ongoing promotion of the sites.

- Car club membership is free and cars are hired on a pay as you go rate of £5.50 per hour.

- A high profile off-street parking bay is another contributing factor. Whilst the bay is highly visible, its position on Northolt Leisure Centre car park has helped minimise issues of petty vandalism.

- At least one of the bays is expected to become commercially viable after the development funding ceases in 2015, with the second anticipated to become commercially viable if demand and use increases.

Acknowledgements

Carplus would like to thank John Bowman, Transport Planner at the London Borough of Ealing and Tim Blackwell, Director, Business Development at Hertz 24/7 for their help in preparing this case study.
APPENDIX: S106 SAMPLE WORDING

Section 106 example wording

An example of what a Section 106 template could look like is shown below:

“Car Club”

means a club operated by a company that is accredited by Carplus which residents of the Development and members of the general public may join and which makes cars available to hire to members either on a commercial or part subsidised basis;

“Carplus”

means Carplus or its successor or equivalent organisation being the umbrella organisation for the promotion of sustainable car use, and which gives accreditation to car club operators that meet set standards promoting responsible car use, and which runs an accreditation scheme for car club companies as a tool for organisations to use in assessing which clubs to support;

“Car club membership”

the developer shall (by payment to the operator of all relevant membership fees and the like) provide each unit of the Development with one free membership of the car club for 3 years - (recommended at three (3) or five (5) years) - commencing the date upon which they occupy a Residential unit or the date of commencement of the Car Club and provide £25 driving credit for each membership.

“Car Club Spaces”

the [ ] parking spaces to be provided as shown edged [ ] on Plan [ ] as part of the Development; or a nearby on street location as agreed between the developer and local authorities.

Car Club

The Developer covenants with the Council to:-

• retain subject to paragraph [ ] below and at its expense [ ] car parking spaces within the Development exclusively as Car Club Spaces for a minimum of 3 years - (recommended at three (3) or five (5) years) from the date of first occupation of the Development;

• provide and maintain at its own expense the [ ] Car Club cars to be used solely for the purposes of the Car Club which shall be made available and ready for use for a minimum of 3 years - (recommended at three (3) or five (5) years) from the date of first occupation of the Development;

• provide on free membership of a locally based car club per unit for a period of 3 years - (recommended at three (3) or five (5) years);

• publicise annually and provide details on how to join the Car Club within its marketing materials for the Development and its own website for 3 years - (recommended at three (3) or five (5) years) from the date when the [ ] Car Club Spaces are first available to occupiers of the Development;

• monitor at six monthly intervals for 3 years - (recommended at three (3) or five (5) years) the use of the [ ] Car Club cars usage by residents of the Development and provide this information to the Director of Transportation and the Section 106 Monitoring Officer;

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APPENDIX: SECTION 106 SAMPLE WORDING

- notify the Section 106 Monitoring Officer in writing if the Car Club Operator no longer utilises none or either of the [ ] Car Club Spaces and use reasonable endeavours to secure another Car Club Operator; and
- not use the [ ] Car Club Spaces or the Car Club cars otherwise than for Car Club purposes.

If after six months from the notification in paragraph 1.6 above to the Section 106 Monitoring Officer another Car Club operator is not secured to operate the [ ] Car Club Spaces the Developer shall agree alternative parking mitigation measures with the Council provided that the cost of such measures to the Developer shall be no more than the equivalent cost of retaining Car Club Spaces pursuant to paragraph [ ] above.

For the avoidance of doubt the Car Club Spaces and Car Club cars shall be used for the purposes of the Car Club in perpetuity and if after 3 years - (recommended at three (3) or five (5) years) from the date of first occupation the Car Club Spaces or the Car Club cars are not being used as such despite the Developer using its reasonable endeavours to secure such a use then it may subject to the Council’s prior written approval use them for an alternative use.

Acknowledgements