11

TRANSPORT

Transport

11.1 This chapter contains policies addressing the following policy themes:

- T1: Strategic Policy for Transport
- T2: Walking
- T3: Cycling
- T4: Rail
- T5: Buses
- T6: Roads and streets
- T7: Parking
- T8: Freight, servicing and deliveries
- T9: Construction
- T10: Transport Assessments and Travel Plans

Questions:

QTa: Are there any other transport policy themes that you think OPDC's Local Plan should be addressing?

QTb: Do you agree with the chapter's preferred policy options? If not, what might you change?

QTc: Are there any other policy alternatives that could replace the chapter's preferred policies?

You can provide comments directly through:

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Table 11: Transport Evidence base

Supporting study	Description	Status
OPDC Old Oak Strategic Transport Study	A strategic assessment of the existing transport provision in Old Oak, the impact of the planned future growth and identification of the transport interventions required to mitigate those impacts.	Completed
OPDC Park Royal Transport Strategy (PRTS)	A strategic assessment of the existing transport provision in Park Royal, the impact of the planned future growth and identification of the transport interventions required to mitigate those impacts.	Draft completed
OPDC Walking, cycling, streets and public realm strategy	A strategy setting out recommendations for the public realm, public open space and walking and cycling infrastructure for the OPDC area.	To be developed
TfL North Acton Station study	This study investigates the options for enhancing the capacity and accessibility of North Acton station and options for improving the permeability of the site.	Draft completed

T1: Strategic policy for transport

KEY ISSUES

1. The key transport challenges across the development area include a congested strategic and local road network, limited access to public transport services and poor pedestrian and cycle environments mainly due to severance and limited provision of infrastructure.
2. The provision of the HS2/ Crossrail/ National Rail station will transform accessibility of this part of west London and will provide an opportunity to rethink transport provision in the OPDC area.
3. There is an inherent need to fully integrate new transport infrastructure into the regeneration area to ensure that development potential can be optimised around these new and improved accessible transport hubs.
4. Coupled with the significant general background growth and the increase in travel demand resulting from the new HS2, National Rail and Crossrail station, the additional homes and jobs created within the development area will add to the existing travel demand, both at the strategic and local level.
5. It is vital that high quality, safe and accessible transport infrastructure is provided to facilitate the planned growth and better connect the development area with its surroundings and other areas of London.
6. Changes to public transport accessibility identified in this draft Local Plan may require changes to the spatial distribution of density in figure 18. See policy OSP4

POLICY CONTEXT

National

11.2 The NPPF emphasises the important role that transport policies have to play in facilitating sustainable development and in contributing to wider sustainability and health objectives and notes that the transport system needs to be balanced in favour of sustainable transport methods that are efficient, safe and accessible and that have a low impact on the environment.

Regional

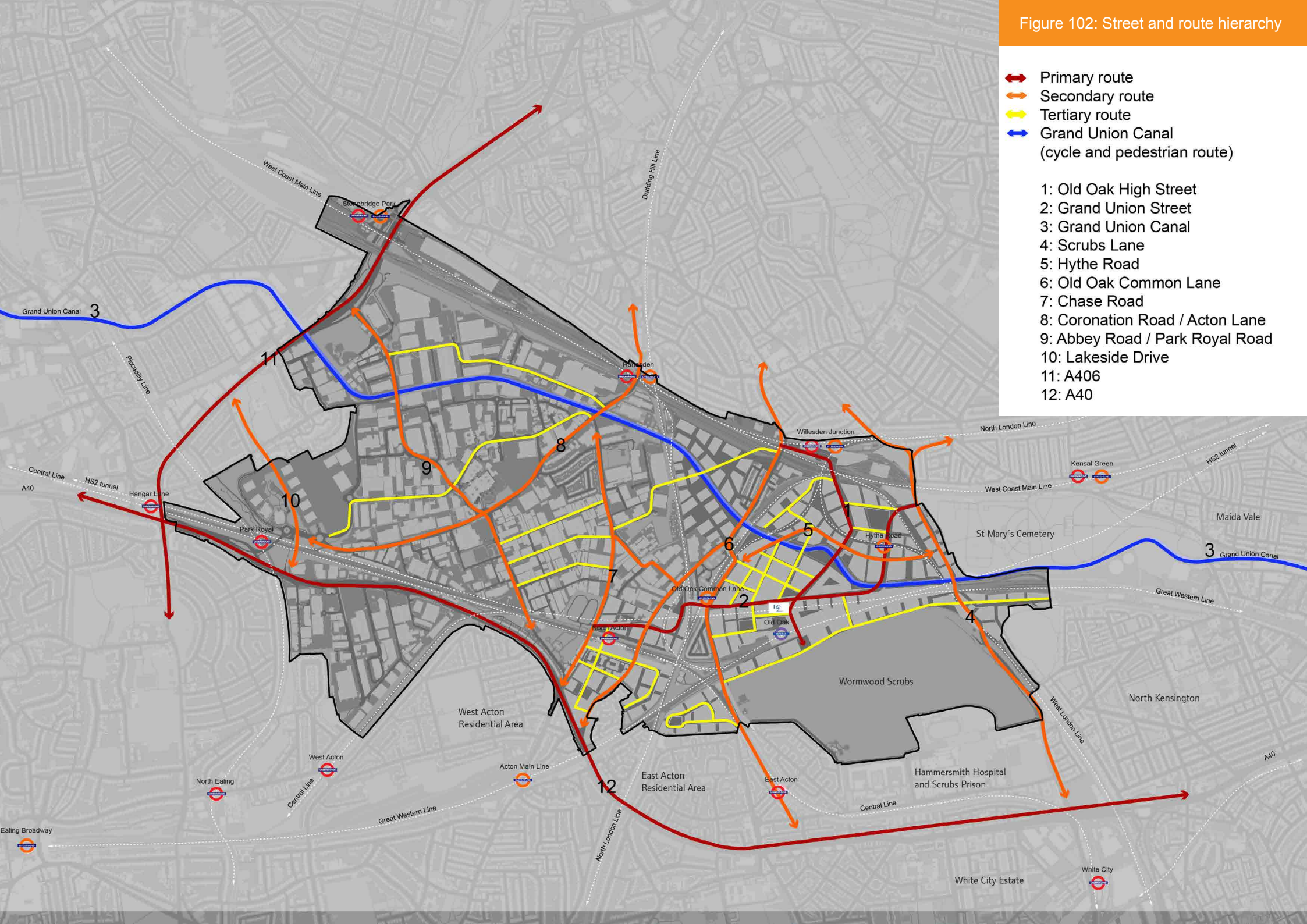
11.3 The Mayor's London Plan (2015) states the Mayor's commitment to improving the environment by encouraging more sustainable means of transport, through a cycling revolution, improving conditions for walking and enhancing public transport.

PREFERRED POLICY OPTION

OPDC will support proposals that:

a) Deliver a state of the art, safe and accessible transport system, by providing infrastructure that connects communities and helps facilitate growth in and around the Old Oak and Park Royal area;
b) Ensure new transport infrastructure is fully embedded into the area and that Old Oak and Park Royal is fully integrated with its surrounding areas.
c) Prioritise sustainable transport modes and support modal shift from private cars; and
d) Implement and safeguard future innovative and smart technologies that maximise the efficiency and interoperability of the transport network.

Figure 102: Street and route hierarchy



JUSTIFICATION

11.4 Old Oak Common HS2 station presents a once in a lifetime opportunity to catalyse the comprehensive regeneration and deliver a step change in public transport access across Old Oak and Park Royal. Providing quality connections to this transport super-hub through the delivery of state of the art transport infrastructure will be a key aspect in the success of the OPDC area.

11.5 There is and will be a large number of people working, living and moving within the area and to support this it is vital to relieve pressure on the road network and connect key origins and destinations with sustainable transport modes. Proposals should prioritise pedestrians and cyclists as the most important travel modes, followed by public transport and then, as appropriate, the private vehicle. This approach will support a shift towards sustainable transport modes by changing people's behaviour and attitude towards car use. It is recognised that businesses in Park Royal will require vehicle movement by road, particularly for servicing and deliveries and this should continue to be supported but also carefully planned so as to mitigate potential negative impacts from increased traffic. There are opportunities to optimise the number of journeys on more sustainable modes in particular for employees travelling to work which will in turn free up capacity for essential freight movements and deliveries.

11.6 Encouraging transport improvements that are both sustainable and technologically innovative will deliver enormous quality of life benefits and deliver a step change in the appeal of walking and cycling as healthy, active travel options. OPDC is striving to become an exemplar NHS Healthy New Town and to gain WHO Healthy City status. Provision of healthy street environments that encourage walking, cycling and public transport use must be sought.

11.7 The scale of development at Old Oak and Park Royal offers an opportunity to deliver transport improvements that are at the vanguard of sustainability and innovation. Whilst advances in technology can have wide-ranging impacts, some major advances in transport are already being developed; including automated vehicles (trains, buses, cars, taxis) improved accuracy of passenger information, the proliferation of wearable technology, drones, ticketless technology and sensors to detect traffic congestion and cycling and vehicular parking availability. Smart transport solutions should be identified at an early stage and, where possible, safeguarded for future implementation.

ALTERNATIVE POLICY OPTION

1. Giving priority to car travel

11.8 This policy option would support proposals which prioritise cars above more sustainable modes, which may benefit some businesses and residents. However, by facilitating the use of private vehicles, congestion, noise and emissions would increase and fewer people would make journeys by foot, bike or public transport impacting on health and well-being.

Figure 103: North Acton Station

T2: Walking

KEY ISSUES

1. Walking is the most sustainable form of transport and encouraging increased walking will have many advantages including economic and health benefits, more connected neighbourhoods and fewer road traffic injuries. Through an increase in footfall, the vitality of an area is likely to increase and subsequently bring benefits to local businesses.
2. The propensity to walk is influenced not only by distance but also by the quality of the walking experience. The existing pedestrian environment within the development area is poor. There is limited permeability and a lack of lighting and active frontages, which creates an unwelcoming streetscape, a perception of poor personal security and a fear of crime, particularly after dark.

POLICY CONTEXT

National

11.9 The NPPF states the requirement for planning principles to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling. It indicates that where practical key facilities such as primary schools and local shops should be located within walking distance of most properties.

Regional

11.10 The London Plan indicates the requirement for transport proposals to bring about a significant increase in walking in London through emphasis on the pedestrian and street environment, promoting simplified streetscapes, decluttering and access for all users. In addition, TfL's Health Action Plan identifies the need for a whole street approach to make streets more inviting for walking and cycling and better for health.

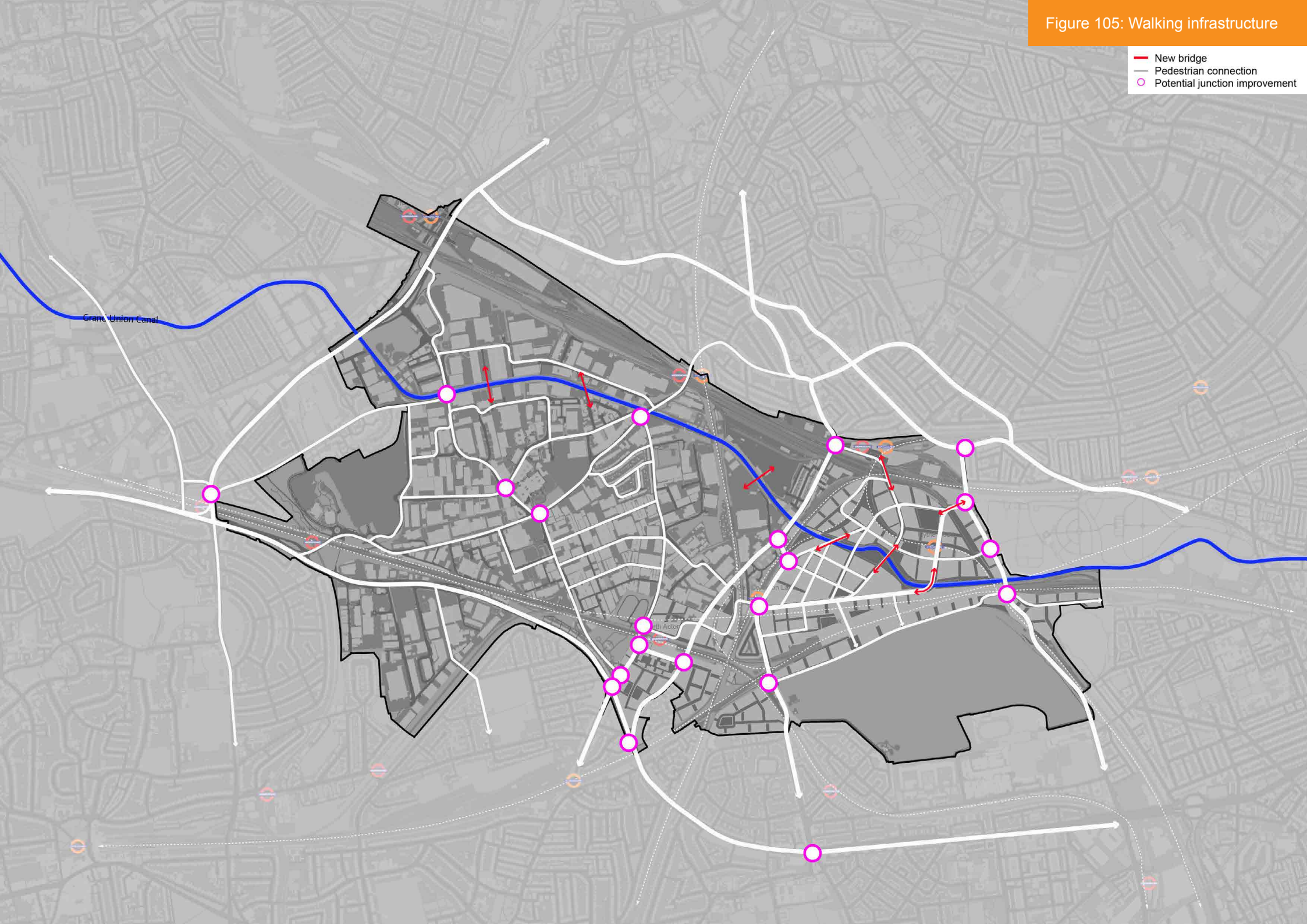
Figure 104: Walking route

PREFERRED POLICY OPTION

Development proposals will be required to:

a) Provide high quality, safe, direct and accessible walking networks;
b) Support healthy lifestyles;
c) Provide new and enhance existing walking infrastructure;
d) Maximise active frontages and promote a fine grain development that creates an interesting and varied streetscape;
e) Connect to existing and planned pedestrian links in the wider area; and,
f) Support and provide infrastructure for the Legible London scheme.

Figure 105: Walking infrastructure



JUSTIFICATION

11.11 Redevelopment presents an opportunity to enhance existing and provide new pedestrian environments across Old Oak and Park Royal. High quality pedestrian walking routes to Old Oak Common Station from all areas will be vital to ensure residents, workers and businesses can benefit from this new transport superhub. By providing a street network that is safe, attractive and easy to navigate, people will be encouraged to walk more, which will have social, economic, environmental and health benefits and support the viability of the development area.

11.12 Walking provision should be safe, well lit, direct, comfortable, coherent and attractive and should integrate well with the street environment and desire lines, minimising conflict between different users.

11.13 Legible London signage should be implemented throughout the area to provide clear, comprehensive and consistent wayfinding information and enable pedestrians to complete more journeys on foot. New connections and wayfinding to both existing and proposed strategic walking routes and to key destinations such as Harlesden, Park Royal and North Acton should also be provided.

11.14 To minimise severance and encourage permeable movement in Old Oak, it is important to provide a number of new links under or over existing barriers. Where possible the early delivery of these elements will help set a precedent for a shift towards sustainable transport modes.

ALTERNATIVE POLICY OPTION

11.15 No reasonable alternative policy options have been identified, as it is considered that an alternative approach to that outlined in the preferred policy option would not be consistent with the NPPF, in general conformity with the London Plan or supporting evidence base to the Local Plan (Old Oak Strategic Transport Study, PRTS), or deliver the required pedestrian improvements.

Questions:
QT2a: Do you agree with the proposed indicative walking connections set out in figure 105? If not, do you have any alternative suggestions?

You can provide comments directly through:

opdc.commonplace.is

Figure 106: Accessible street furniture

Figure 107: Legible London

Figure 108: Proposed bridge in Kings Cross, Moxon Architects

T3: Cycling

KEY ISSUES

1. After walking, cycling is the next most sustainable transport mode.
2. Cycling on London's main roads has risen by 173 per cent since 2001.
3. The expected growth of cycling up to 2026 is estimated to deliver £250m in economic health benefits annually.
4. The development area has a number of physical barriers to cycling including the rail lines, canals, roads (including the A40 and A406) and a lack of through routes. There is currently a lack of cycling infrastructure and wayfinding, which encourages a greater number of people to use their private cars.

POLICY CONTEXT

National

11.16 The NPPF states the requirement for planning principles to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

Regional

11.17 The London Plan indicates a target for cycling in London to account for at least 5% of modal share by 2026 and the Mayor of London's Cycling Vision sets out a target to double cycling over the next 10 years (March 2013).

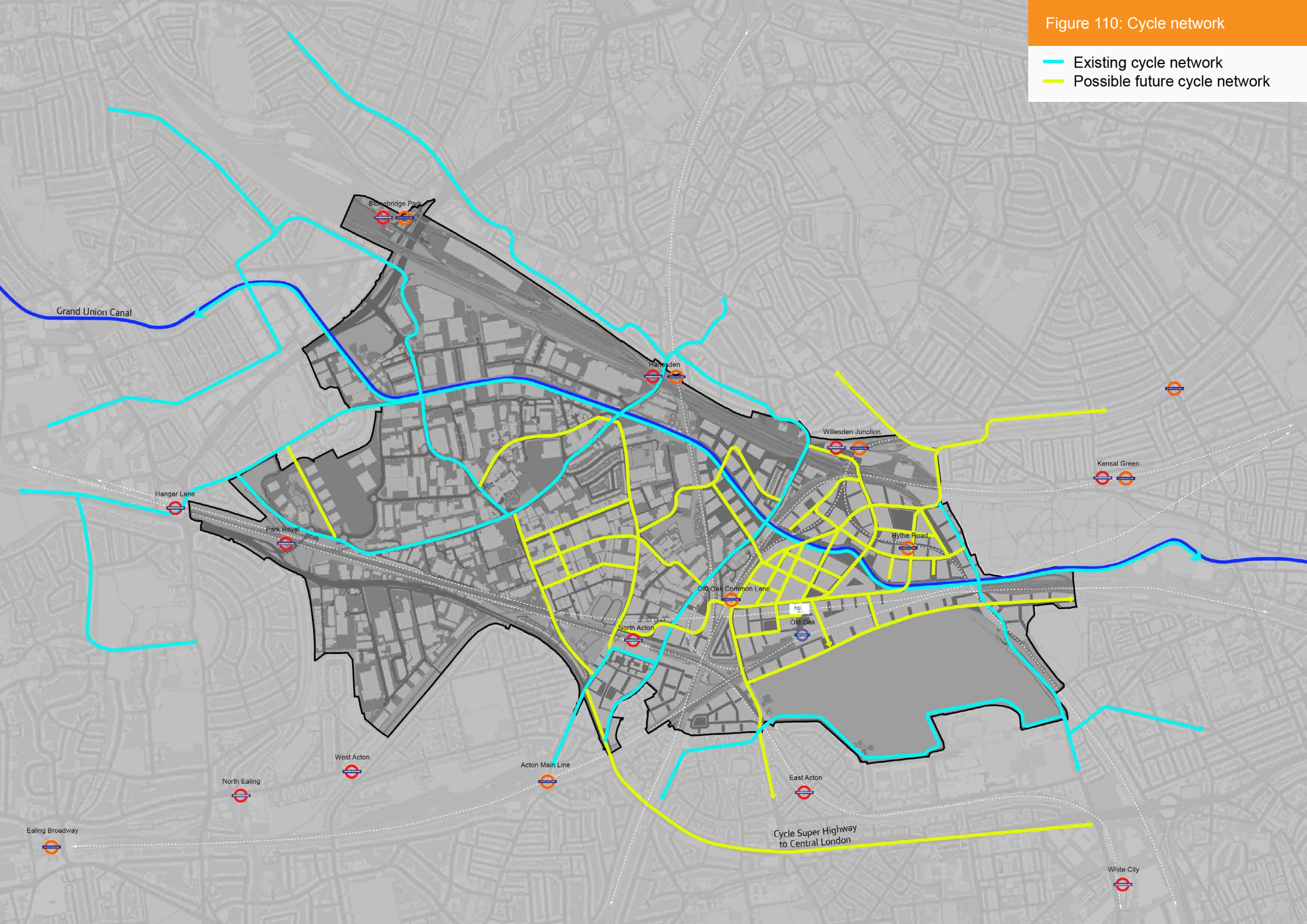
PREFERRED POLICY OPTION

Development proposals should:

a) Provide state of the art cycling infrastructure;
b) Provide new and enhance and provide links to existing, cycle connections to ensure they are safe, convenient and direct, but not to the detriment of pedestrians;
c) Implement signage to improve cycle wayfinding and legibility;
d) Promote and help to deliver cycle hire schemes within the OPDC area;
e) Promote safety and security measures for cyclists; and
f) Require secure, integrated, convenient and accessible cycle parking facilities that at least meet the standards set out in the London Plan.

Figure 109: Illustrative cycle hire infrastructure in Old Oak

Figure 110: Cycle network



JUSTIFICATION

11.18 The Mayor's Vision for Cycling and the London Cycling Design Standards, encourage a bold approach to making better, more attractive streets and spaces for pedestrians and cyclists. Higher levels of cycling can be achieved through the delivery of infrastructure that is safe, direct, comfortable, coherent, attractive and adaptable, whilst ensuring consideration is given to the impact of cycling infrastructure on pedestrians.

11.19 In Old Oak, redevelopment provides an opportunity to push the boundary and provide state of the art cycling infrastructure that can benefit everyone who lives and works in the area. Adoption of best practice from the mini-Holland projects should be the norm, with connections to existing and proposed commuter routes such as the proposed East-West cycle superhighway and to Quietways, such as along the Grand Union Canal.

11.20 The Park Royal Transport Strategy shows that the vast majority of employees live within 8km of Park Royal with a significant concentration within 5km or less. This distance is well within cycling distance subject to the appropriate infrastructure and safety measures being in place. It is important to realise a shift towards cycle usage for commuters through good design of cycle routes, connections to existing and proposed cycle networks and better cycle infrastructure.

11.21 Interventions are also needed to reduce severance across the A40 and A406 and improve wayfinding in order to improve cycle connectivity to and from Old Oak and Park Royal from surrounding areas and nearby local centres such as Harlesden, White City, Queens Park and Ladbroke Grove.

11.22 Investments in "end-of-journey" cycle facilities in the form of secure cycle parking, lockers and showers are also vital across Old Oak and Park Royal. Major employers, businesses and landowners should invest in this infrastructure, recognising its value and importance to their businesses, tenants and employees. OPDC will work with businesses to develop training and guidance and improve awareness of the benefits of cycling to employees, to encourage more cycling.

11.23 Cycle parking should cater for future demand, in line with the quantitative and qualitative requirements set out in the London Cycling Design Standards (2014), providing numbers in excess of London Plan minimum standards. This will include private cycle parking for residents and employees as well as generous provision for visitors and high quality facilities at public transport interchanges. The necessary spatial and design requirements will need to be factored in from the outset and should not impede pedestrian movement. Cycle wayfinding signage will be required to improve the legibility and navigation to, from and through the area.

11.24 A future extension of Cycle Hire into Old Oak and Park Royal would represent a logical expansion westwards. Subject to further analysis, a network of docking stations could be designed across the new development areas from the outset and built at the appropriate timings. Funding for the docking stations should be sought from contributions from developers as there are currently no plans by TfL to extend the network in this area. OPDC will also support proposals for infrastructure for other cycle hire schemes.

ALTERNATIVE POLICY OPTION

11.25 No reasonable alternative policy options have been identified, as it is considered that an alternative approach to that outlined in the preferred policy option would not be in conformity with the NPPF, London Plan or supporting evidence base to the Local Plan (Old Oak Strategic Transport Study, PRTS), or deliver the required cycling improvements.

Question:
QT3a: Do you agree with the proposed indicative cycling connections? If not, do you have any alternative suggestions?

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Figure 111: Innovative below ground cycle storage, Ecocycle.

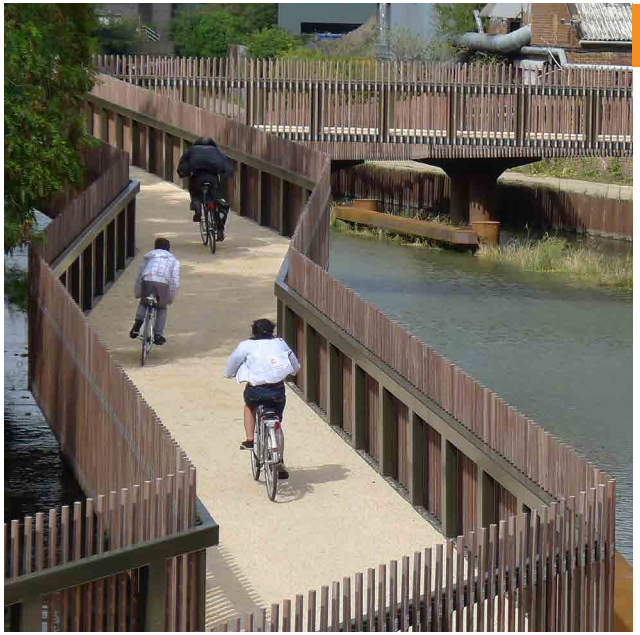


Figure 112: Cycle bridge, Bow

T4: Rail

KEY ISSUES

1. The new HS2, Crossrail and National Rail station at Old Oak Common will be a key driver for regeneration in the area.
2. When built out the core area at Old Oak will be served by approximately ten different rail services and over 200 trains per hour at peak times.
3. The Old Oak area is currently served by Willesden Junction and North Acton stations, providing London Overground, Bakerloo and Central line services. Park Royal is served by North Acton, Park Royal, Hanger Lane and Stonebridge Park stations providing Central, Bakerloo, Piccadilly Line and London Overground services.
4. The stations are on the periphery of both areas and access to them by foot or by cycle is currently limited due to the lack of safe and appropriate routes.
5. Existing stations are well used with some crowding at North Acton and Willesden Junction which is predicted to increase without station improvements.
6. By 2030, it is predicted that existing services running through the area will be at capacity, without upgrades.

POLICY CONTEXT

National

11.26 The NPPF states the requirement for planning principles to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

Regional

11.27 The London Plan indicates the importance of improving public transport to increase its appeal relative to the private car. By improving accessibility and capacity within the south east of England and beyond, London will maintain its attractiveness as a place to work, visit and do business.

PREFERRED POLICY OPTION

Development proposals will be supported where they:

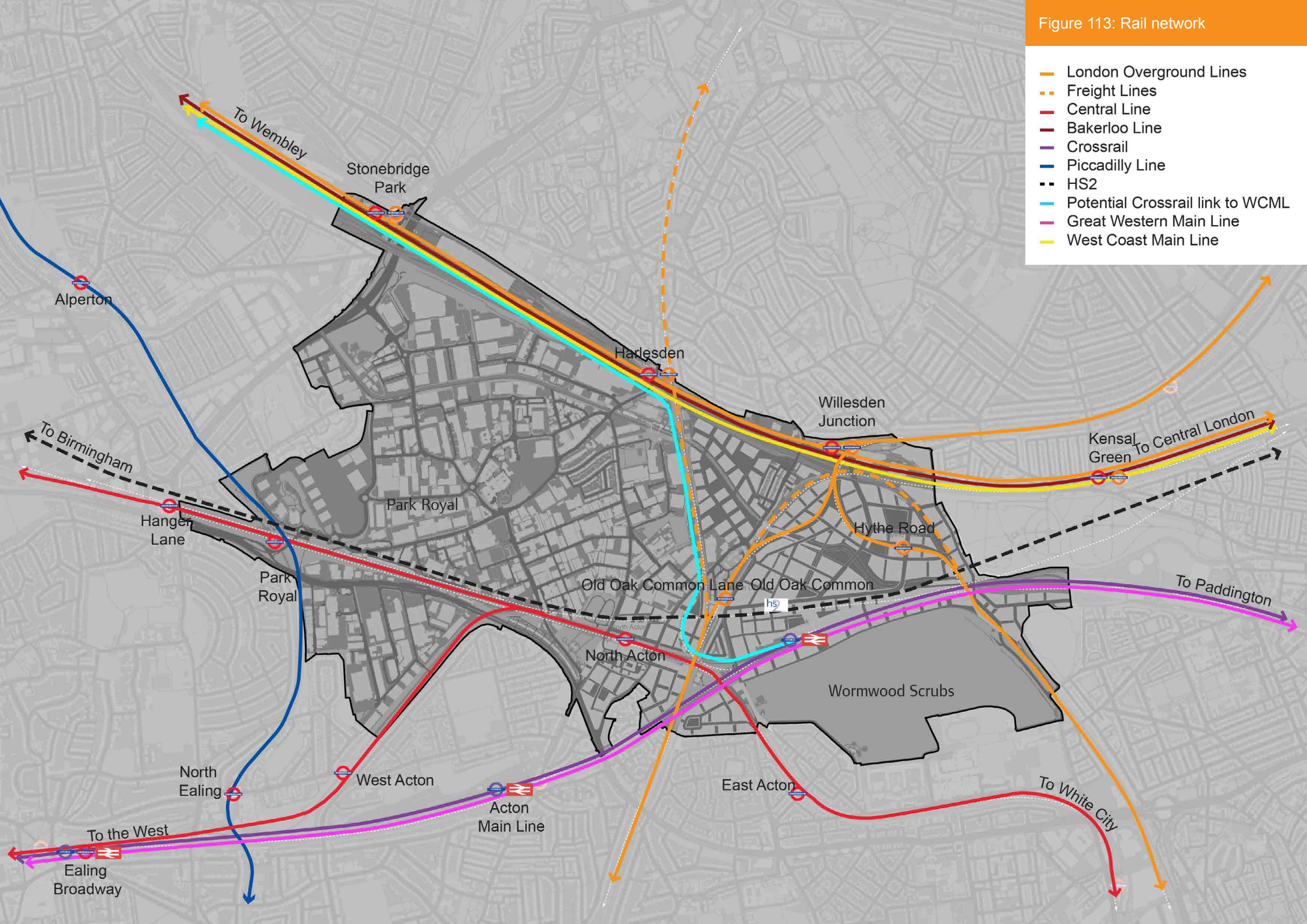
a) Facilitate the delivery of:
   i. a state of the art rail station at Old Oak Common with the highest quality architecture that provides interchange between HS2, Crossrail and National Rail services;
   ii. two new London Overground stations and supporting infrastructure including high quality links to the HS2/ Crossrail station;
   iii. substantial capacity improvements to existing London Underground and Overground stations, particularly Willesden Junction and North Acton;
   iv. an exceptionally designed intermodal interchange;
   v. links between stations that facilitate the safe, efficient and sustainable movement of passengers;
   vi. improved services on existing infrastructure;
   vii. a rail connection between the Great Western Mainline (GWML) and the West Coast Mainline (WCML);

b) Ensure that the impact on existing rail infrastructure is minimised during construction;

c) Enable new rail routes to improve connections to the OPDC area; and

d) Enable future proofing of station design and services to enable smart technology to be implemented.

Figure 113: Rail network



JUSTIFICATION

11.28 The new Old Oak Common Station and surrounding interchange will be a key driver for regeneration in the area and will be the focus of future transport connections. It will provide better connections to west London and the rest of the UK. The station is being designed to accommodate 250,000 passengers a day, which is comparable in capacity to Waterloo station.

11.29 This could be further supported by a potential link from Crossrail to the West Coast Main Line (WCML), which could provide additional connections from north-west London and Hertfordshire including, potentially, Wembley Central. This would also provide opportunities for Crossrail trains to run northbound towards Tring. At the time of writing this plan no feasibility work has been carried out into the benefits, business case or delivery.

11.30 Two new London Overground stations will also be built at Old Oak Common Lane and Hythe Road. The new London Overground stations will provide excellent local and subregional connections and will support development by extending the catchment area for new commercial activities bringing 250,000 additional people and 150,000 additional jobs within an hour's journey of Old Oak. OPDC will ensure the delivery of high quality links between the London Overground stations and the Old Oak Common HS2/ Crossrail and National Rail station. The challenges associated with delivering these stations should not be underestimated. At the time of writing this draft Local Plan the proposed London Overground stations are at initial feasibility stage only. Funding has now been secured to further progress the design and business case for these. However, currently there is no capital funding secured for the delivery of these stations. The final arrangements for these stations will be dependent on the outcome of this work.

11.31 The Park Royal Transport Strategy identifies the need to improve the public realm, accessibility and permeability of stations in Park Royal in order to encourage a higher rail mode share.

11.32 All of the stations within the area will need to incorporate a legible, safe and accessible transport interchange between different modes of travel and particularly between public transport, pedestrians and cyclists. High quality walking and cycling routes between stations will also be important.

11.33 A strategic rail study will be carried out to determine how rail connections to the OPDC area from a range of rail corridors across Central London and beyond can be improved. This will include consideration of fare zones and rail links to airports.

11.34 There are a range of potential smart rail innovations that could be achieved with advances in technology, many of which are already being trialled across the world today. These include ticketless and security technology which eliminates gate-lines in stations and enables 360º access, intelligent robots to repair and maintain infrastructure, energy flooring that generates electricity from footfall, virtual shopping walls, underground freight pipelines for moving goods, real-time passenger information for seamless journey planning, monitoring drones for predictive maintenance and improved security, intelligent robots to unload and sort cargo and automated passenger trains. There are significant opportunities now to embed flexibility into rail design to support smart technology in the future.

ALTERNATIVE POLICY OPTION

11.35 No reasonable alternative policy options have been identified, as it is considered that an alternative approach to that outlined in the preferred policy option would not support the necessary rail capacity requirements, nor be consistent with the NPPF, London Plan or supporting evidence base to the draft Local Plan.

Question:
QT4a: Do you have any suggestions of additional rail connections to the OPDC area that should be provided?

You can provide comments directly through:

opdc.commonplace.is

Figure 114: London Overground stock

Figure 115: Illustrative view of Old Oak Common Station

T5: Buses

KEY ISSUES

1. Five bus routes serve Old Oak and 15 bus routes serve Park Royal with frequencies of between approximately 6-15 minutes.
2. The bus routes provide links to surrounding areas including: Acton, Harlesden, Hammersmith, Shepherds Bush, White City and local London Underground/ National Rail stations.
3. Today there are a number of parcels of land in both Old Oak and Park Royal which are inaccessible to the bus network because they are outside the recommended 400m walk distance to bus stops.
4. Buses are well used particularly to access Willesden Junction and North Acton stations and to access local services such as the Asda supermarket located in Park Royal Centre.
5. Bus journey time reliability in the area is affected by congestion on the local and strategic road network. It will be important to ensure bus journey time reliability is improved and then protected from development impacts in the future.
6. There is a need to deliver a comprehensive new bus network to serve new developments at Old Oak and to improve services within Park Royal.

POLICY CONTEXT

National

11.36 The NPPF states the requirement for planning principles to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

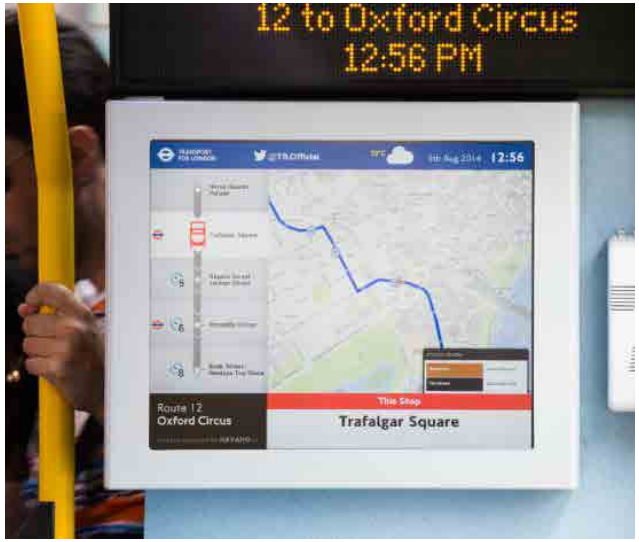
Regional

11.37 The London Plan indicates the importance of buses in London and therefore, how important it is to deliver improved journeys for bus passengers which will lead to increased bus use.

PREFERRED POLICY OPTION

Proposals should deliver/contribute to:

a) Increases in bus frequencies on existing routes and new and extended bus routes;
b) Infrastructure to improve bus journey time reliability including bus priority measures;
c) New and improved bus stops, including access to real-time travel information at bus stops;
d) Supporting the roll out of greener buses; and
e) Clear and legible signage for bus users.



JUSTIFICATION

11.38 Good provision of bus services and bus infrastructure is a key contributor to a high public transport modal share and reduces the impact of developments on the surrounding road network. Bus services will be particularly important in the early phases of development before the new rail stations are delivered.

11.39 A review of the bus network in the Old Oak and Park Royal areas will be carried out in conjunction with TfL London Buses. Increased bus services and frequencies would provide improved connections to homes, office and retail destinations in Old Oak and Park Royal reducing dependence on the private car.

11.40 Connections to new rail stations should take priority to capitalise on new transport services. There is also a need to secure improved bus connections between Old Oak and Park Royal to ensure that the existing community can take advantage of the benefits the new interchange at Old Oak Common would bring to the area.

11.41 New bus routes should provide direct links from other parts of London on corridors not served directly by rail or underground services and ensure that surrounding residential areas benefit from the new opportunities brought by development.

11.42 All new roads to be used by buses must allow appropriate highway clearance for the largest double deck vehicles and be built to an adoptable standard with sufficient widths. Infrastructure should include bus priority measures such as priority at junctions, bus gates and bus only links as well as suitably located bus stops, stands and welfare provision for drivers.

11.43 London's green bus fleet is the largest in the world, combining the roll out of new hybrid buses, the early introduction of new Euro VI buses and the retrofit programme, leading to significant improvements in emissions throughout London. OPDC will work with TfL and bus operators to promote the roll out of greener buses and ensure that the design of transport infrastructure in the OPDC area facilitates environmental improvements to the bus fleet.

Figure 116: Illustration of smart bus infrastructure

ALTERNATIVE POLICY OPTION

11.44 No reasonable alternative policy options have been identified, as it is considered that an alternative approach to that outlined in the preferred policy option would not support the necessary bus improvements required.

Questions:

QT5a: Do you have any suggestions for how the bus network could be developed in the future to serve the OPDC area?

QT5b: Should OPDC seek to encourage low emission and zero emission buses?

You can provide comments directly through:

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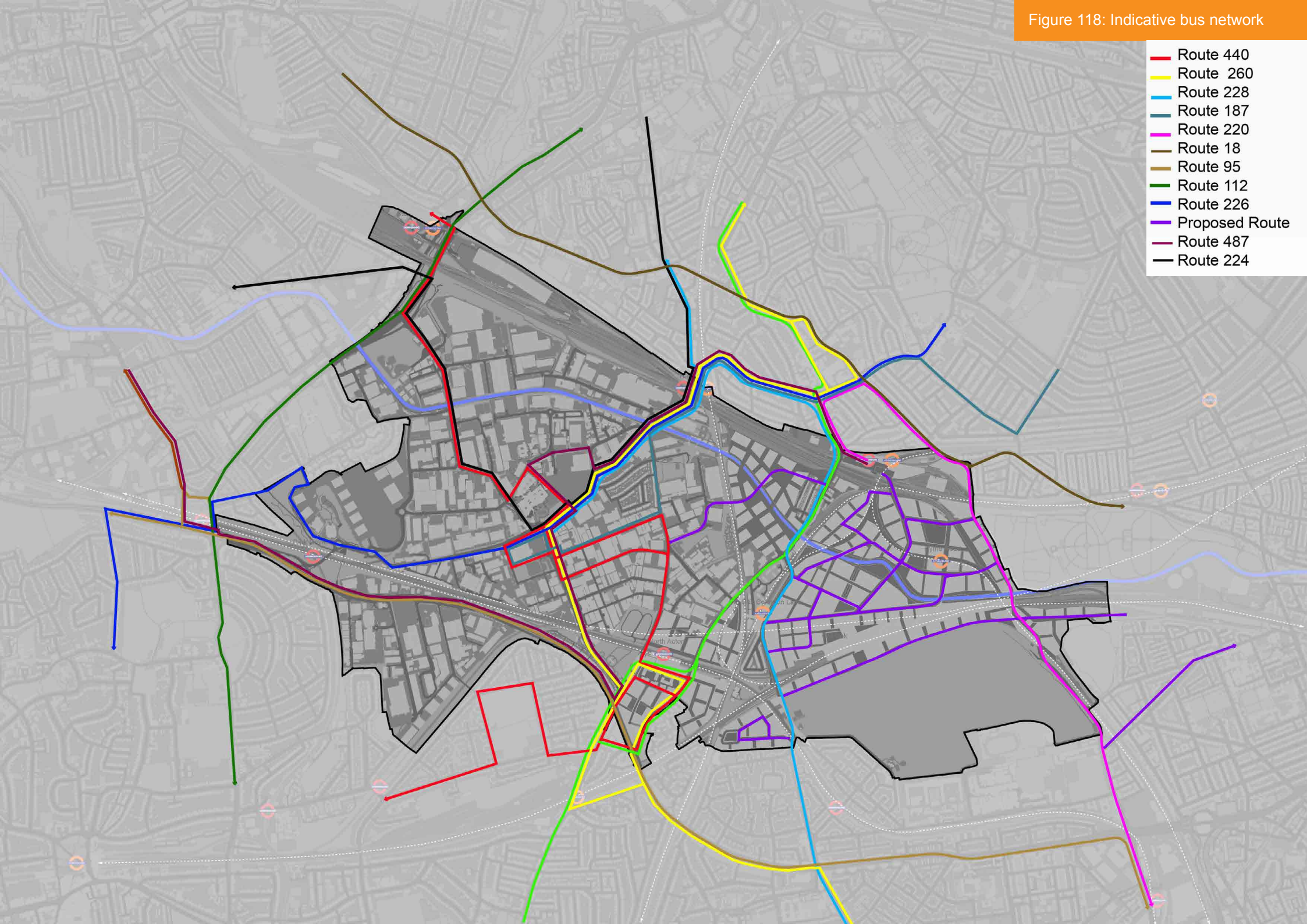
Figure 117: New Routemaster

Figure 118: Indicative bus network



T6: Roads and streets

KEY ISSUES

1. The regeneration area is within close proximity to a number of key strategic road corridors including the A40 and A406. These corridors experience significant congestion.
2. The local road network is limited and in many cases does not meet current highway design standards due to narrow lanes and poor sight lines. The limited local road network already forces local traffic to use the strategic network unnecessarily, while the extent and usefulness of bus routes is also impeded by the limited road network close to and within the OPDC area.
3. As with walking and cycling, the rail lines and the Grand Union Canal restrict vehicular movements.
4. Localised congestion is also an issue with most roads and junctions operating at or close to capacity.
5. Congestion at key junctions and on links providing access to strategic routes is a barrier to business growth.
6. New bridges providing new links to join up areas severed by the rail lines and the Grand Union Canal may be required.

POLICY CONTEXT

National

11.45 The National Planning Policy Framework indicates a need to establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.

Regional

11.46 The Mayor supports the need for improvements to London's road network where it is required to improve or extend existing capacity and provide new links. Congestion is estimated to cost the economy £4 billion a year and stalled traffic in London has been found to lead to 8% more CO2, 6% more particulates (PM10) and 9% more nitrogen dioxide (NO2) emissions than free-flowing traffic.

PREFERRED POLICY OPTION

Development proposals should:

a) Provide a range of new streets that help overcome severance and optimise connectivity;
b) Enhance existing streets and junctions to mitigate the impacts of development on the surrounding local and strategic road network;
c) Deliver high quality streets with robust and coordinated materials that integrate effectively with the wider public realm;
d) Ensure that streets give priority to pedestrians, cyclists and buses; and
e) Promote effective and integrated management of streets to future-proof for innovations in technology.

JUSTIFICATION

11.47 The road network within Old Oak and Park Royal should better serve local communities, contribute positively to the urban realm and facilitate improved pedestrian, cycle and bus connections.

11.48 The Roads Task Force (RTF) Street Types classification, adopted by TfL, recognises that different roads have different “moving” and “living” functions and therefore require different approaches. RTF Street Types will be used to identify the movement and place functions of the existing and future network of streets across Old Oak and Park Royal.

11.49 In Old Oak, measures to prioritise bus movements, provide segregated facilities for cyclists and create pedestrian priority areas will be supported. In Park Royal, the road network will need to support the movement of freight to facilitate business growth by implementing measures to address the existing congestion issues. This will need to be carefully planned alongside the need to improve bus movements, pedestrians and cyclists and deliver a healthy street environment. Any through routes used by general traffic should be designed to avoid “rat-running” including traffic calming and controlled

Figure 119: Elements of the public realm

crossing facilities. 20 mile per hour speed limits will be explored. Managing vehicle movement and speed should be achieved through good design, rather than merely signage. All new and improved roads must be built to adoptable standards and any decision to adopt streets would need to be made in collaboration with the relevant local councils.

11.50 The strategic road network, particularly the A40 and A406, is vital to the successful operation of Park Royal and will be in the future to Old Oak, both during construction and once the area is developed. OPDC will work with TfL and relevant local councils to realise improvements to the A40 junctions and corridor.

11.51 It will be important that the amount of traffic generated during construction and development activity is limited to what the strategic road network including the A40 and A406 can handle without having a negative impact on the strategic function of these routes. OPDC will be developing a Construction and Logistics strategy, which will help to inform, plan for and minimise the impact of construction and development activity.

11.52 It will also be important to improve the connectivity across the A40 for pedestrians, buses and cyclists. A study of the A40 junctions close to the development area (Savoy Circus, Gypsy Corner, Hanger Lane), is being carried out to understand the cumulative impact of growth at Old Oak and Park Royal and to identify potential long-term solutions, including tunnelling options.

ALTERNATIVE POLICY OPTION

11.53 No alternative policy options have been identified that meet the requirements of the guidance set out in the Local Plan and the aspirations for the development area.

Figure 120: Integrated seating in open spaces, Queen Elizabeth Olympic Park

Figure 121: New public realm in Holborn

Figure 122: Seating in Windrush Square, Brixton

T7: Car parking

KEY ISSUES

1. Managing car parking plays an important role in controlling the number of cars generated from a development and minimising the development's impact on the surrounding highway network.
2. The modelling work completed for the Old Oak Strategic Transport Study indicates that the road network would not be able to accommodate additional development related traffic unless parking was restricted to very low levels across the Old Oak development area.
3. Today the Park Royal estate has around 12,000 off-street parking spaces. The mode share is 53% by car (including driver and passengers) with average vehicle occupancy of 1.06. On-street parking is largely uncontrolled and causes obstructions to freight traffic, buses, cyclists and pedestrians. This needs a thorough review and sensitive regulation.

POLICY CONTEXT

National

11.54. The NPPF requires local authorities to consider accessibility, availability of public transport, car ownership levels and the importance of reducing emissions when setting parking standards.

Regional

11.55. All developments in areas of good public transport accessibility should aim for significantly less than 1 space per unit. It also states that developments must ensure that 1 in 5 spaces provide an electric charging point to encourage the uptake of electric vehicles.

PREFERRED POLICY OPTION

OPDC will ensure the development area is an exemplar of low carbon development and will promote a modal shift towards more sustainable modes by:

a) In Old Oak:
   i. Limiting car parking to 0.2 spaces per unit for residential developments;
   ii. Promotion of car free development close to public transport hubs; and
   iii. Securing zero car parking for non-residential developments, except for blue badge holders.

b) In Park Royal:
   i. Limiting car parking to 0.2 spaces per unit for residential developments; and
   ii. Allowing limited car parking for non-residential development taking into account access to public transport and operational or business needs.

c) When providing car parking, proposals should:
   i. incorporate electric charging points for electric vehicles at all new parking spaces;
   ii. include and promote provision for car club vehicles and car sharing;
   iii. be sensitively designed; and
   iv. not take precedence over other street level users or the incorporation of open space, public realm or open space.

d) Proposals should provide suitable facilities to cater for anticipated demand for taxis and coaches.

JUSTIFICATION

11.56 Low levels of car parking will be essential to ensure that traffic congestion does not reach unacceptable levels. Where justified, some car parking will be provided to meet the essential needs of development. However, this will need to be carefully planned and managed to ensure that there are suitable places for disabled people, car clubs and electric cars and to facilitate the successful operation of the Park Royal industrial estate. Where possible car parking should be located underground.

11.57 This approach is justified by the very high level of public transport accessibility resulting from the planned and proposed public transport investment. The need for access to a car can be met in part by dedicated car club spaces together with parking for disabled people. Spaces designated for blue badge holders should be located on firm level ground and as close as feasible to the accessible entrance to the building.

11.58 OPDC will work with the local highway authorities, businesses and local groups to achieve a co-ordinated approach to the potential implementation of Controlled Parking Zones (CPZs) across the area to protect residents living close to stations and high streets and to discourage journeys made by car, which could be made by more sustainable transport modes. Car club vehicles spread across the site will provide access to a car when needed for specific journeys and car club bays will need to be designed into the new development areas at the outset.

11.59 Providing sufficient charging points will be essential in encouraging the uptake of electric vehicles. All new private parking should be provided with electric charging points. In addition, on-street charging point locations will need to be carefully planned to ensure they minimise street clutter and allow for adequate clearance on the footway.

11.60 There is likely to be a strong demand for taxis and private hire vehicles (PHVs) generated by the HS2/ Crossrail/ National Rail interchange. The interchange will be designed with fully accessible taxi ranks and facilities for PHVs. It will be important to carefully manage onward journeys from stations to avoid large numbers of people using taxis and PHVs instead of walking, cycling or using the bus network. Where specific development types will attract a large number of visitors, facilities for coach parking and pick up and drop off areas will need to be provided.

Figure 123: Car share clubs

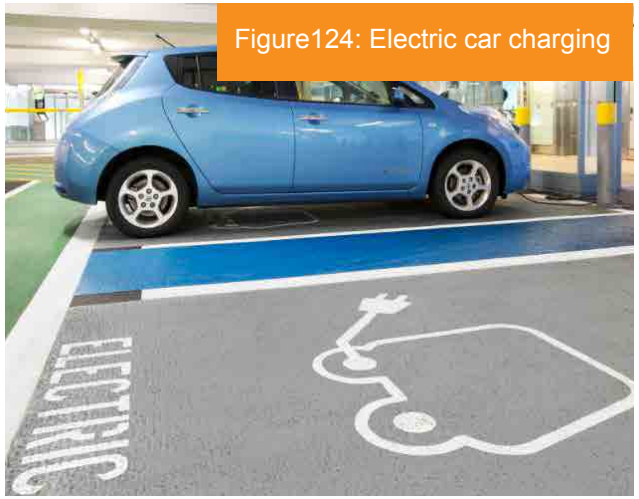


Figure124: Electric car charging

ALTERNATIVE POLICY OPTIONS

1. Setting less stringent car parking standards.

11.60 This policy option would offer greater choice. However, transport modelling outputs indicate this is likely to place unacceptable impacts on the surrounding road network, discourage a mode shift towards the use of more sustainable transport modes and increase emissions. As such this policy goes against OPDC's aspirations and the transport policies detailed in this draft Local Plan.

2. Car free – no residential car parking. Only blue badge.

11.61 This policy option would enable a modal shift towards the use of more sustainable transport modes and would reduce traffic flow and congestion. However a low amount of car parking spaces is considered necessary to meet the essential needs of development, particularly ensuring that there are suitable places for disabled people, car clubs and electric cars. A car free policy option would also negatively impact businesses that rely on private vehicles, particularly in Park Royal.

3. Take a more flexible approach to parking standards for new commercial developments in Old Oak.

11.62 A more flexible approach to providing parking spaces for new commercial developments could be more beneficial for businesses, helping to attract them to Old Oak. However, allowing a more flexible approach to parking would be incredibly difficult to manage given the potential number of businesses and their varying uses. The high level of public transport accessibility negates the need for dedicated parking spaces for businesses and the additional vehicles would add to congestion, noise and air quality issues.

Questions:

QT7a: Do you agree that all parking spaces should include an electric charging point?

QT7b: Should the level of car parking for commercial space be increased?

You can provide comments directly through:

opdc.commonplace.is

Figure 125: Congested parking in Park Royal

T8: Freight, servicing and deliveries

KEY ISSUES

1. Light freight journeys are responsible for 80% of freight miles on London's roads. TfL estimates that by 2030 this will grow by 43%. The growth in e-commerce and personal deliveries is a major contributor.
2. Freight activity is a significant feature of the development area due to the needs of the Park Royal industrial estate, the proximity to Heathrow Airport and the strategic road network (A40 and A406) providing links to Central London.
3. 3The significant HGV activity in the development area can have negative impacts on the environment in terms of noise and air quality and causes congestion, particularly on Scrubs Lane.
4. The volume of freight and servicing movements also raises challenges in terms of maintenance and management of the road network and the safety and environment for other road users.
5. Coordination of HGV activity across the development area will be important in order to mitigate those impacts.
6. There is also rail freight activity within the wider Park Royal area utilising the Great Western Main Line and West Coast Main Line routes (including at various sites around Willesden such as the Euro Freight Terminal) which handle inbound flows of aggregates and cement and outbound flows of waste, mail and, until recently, scrap metal.
7. Currently there is unrealised potential for water borne freight on the Grand Union Canal with a wharf facility located on the Powerday site.

POLICY CONTEXT

National

11.63 The NPPF indicates that planning authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of infrastructure necessary to support sustainable development, including rail freight interchanges.

Regional

11.64 London Plan policy indicates a need to ensure deliveries are efficient and highlight the use of consolidation centres, not just for construction purposes, but also for deliveries.

PREFERRED POLICY OPTION

OPDC will require proposals to:

a) Secure Delivery and Servicing Plans (DSPs) through planning agreements;
b) Identify potential sites for consolidation centre(s) and lorry holding areas;
c) Require off-street servicing facilities within new developments, ensuring this does not impact on the public realm;
d) Encourage the provision of facilities for home deliveries within residential developments;
e) Provide opportunities for click and collect sites;
f) Identify more efficient and sustainable ways of delivering goods including encouraging the use of cargo bikes;
g) Ensure that the operators of all freight vehicles operating in the area have attained the Gold Fleet Operator Recognition Scheme (FORS) accreditation so that they have made proven efforts to reduce emissions; and
h) Implement and safeguard for future innovative and smart technologies in relation to freight that maximise the efficiency and interoperability of the transport network.

JUSTIFICATION

11.65 Servicing and delivery requirements in Old Oak and Park Royal need to minimise the impact on the surrounding road network. In new developments, off street solutions for servicing should be adopted, where possible, utilising different ground levels including basement and void areas within multi storey structures. Street frontage servicing should be minimised and restricted to small individual units located on lightly trafficked streets which can be serviced by small delivery vehicles. A number of sites within the OPDC area have good access to the canal and rail lines. Opportunities to use rail and water transport for freight should be explored.

11.66 A Delivery and Servicing Plan (DSP) will manage deliveries to reduce the number of trips, particularly during peak hours and identify safe and legal loading locations and ensure the use of delivery companies who can demonstrate their commitment to best practice such as FORS members. The DSP will help to identify more efficient ways of delivering goods, including:

- Delivery booking systems which could be implemented to ensure that deliveries are managed according to the capacity of the loading facilities available;
- Moving deliveries outside of peak or normal working hours. This approach was successfully used during the London 2012 Olympic Games;
- Suggest alternative routings to avoid congestion;
- Encourage the adoption of low emission vehicle options (buying or leasing); and
- Promote white labelling and encourage collaboration amongst companies.

11.67 A consolidation centre would help to minimise vehicle journeys, while also improving delivery reliability and efficiency. This would reduce the number of journeys needed and minimise disruption for the recipient. The preferred policy option for Policy P9 (Chapter 4) identifies the potential to use the High Speed 2 works sites as temporary consolidation centre to support the construction of Old Oak and explore the potential to use the northern High Speed 2 works site as a longer term rail freight consolidation centre (see Question QP9f, page 113). The potential for a consolidation centre in west London is also being explored through Westrans' West London Freight Study.

11.68 OPDC is inviting stakeholders (see question QT8b) to suggest other potential sites in the OPDC area that could accommodate a freight consolidation centre or lorry holding area, which would be used to minimise HGV movements within the OPDC area and potentially also the surrounding area and help have positive benefits for the highway network and the environment.

11.69 FORS is an overarching scheme that encompasses all aspects of safety, fuel efficiency, economical operations and vehicle emissions. FORS accreditation encourages freight operators to become safer, greener and more efficient and has been achieved by operators across London. The highest standards should be applied in the Old Oak and Park Royal area.

ALTERNATIVE POLICY OPTIONS

1. No controls over deliveries and servicing.

11.70 This policy option may have some attraction for businesses. However, if no measures were put in place to control servicing and deliveries, HGVs and LGVs flow would increase drastically, exacerbating the congestion issues in the development area, as well as having noise and environmental impacts, affecting the public realm and using up road space.

2. Ban deliveries and servicing by larger vehicles.

11.71 This policy option would provide benefits to the public realm, pedestrians and cyclists and would reduce the congestion sometimes caused by HGVs. However, banning larger vehicles completely would negatively impact businesses.

Questions:

QT8a: Do you think the HS2 work sites could be a suitable location for a construction and freight consolidation centre?

QT8b: Are there any other potential sites within the OPDC area that you would suggest could operate as a construction and freight consolidation centre?

You can provide comments directly through:

opdc.commonplace.is

Figure 126: Existing rail freight in Park Royal

T9: Construction

KEY ISSUES

1. There will be a number of concurrent construction projects associated with delivering the HS2 and Crossrail proposals as well as the developments proposed across the area.
2. Construction traffic will increase the volume of HGVs and other construction vehicles on the local and strategic road network. This will need careful planning, coordination and management to minimise its traffic and environmental impacts and to ensure that it's as safe as possible, particularly for cyclists and pedestrians.
3. A Construction Logistics Strategy will be developed by TfL and OPDC to ensure a coordinated approach, which will minimise the disruption to surrounding residents and business.

POLICY CONTEXT

National

11.72 The National Planning Policy Framework does not include any specific policies relating to construction.

Regional

11.73 The congestion and environmental impacts from freight activity should be minimised and innovative approaches to manage London's freight needs should be explored.

PREFERRED POLICY OPTION

Development proposals should:

a) Provide for measures to reduce freight and construction trips, by:
   i. Securing a Construction Logistics Plan and Construction Code of Practice from major developments;
   ii. Promoting the use of freight and construction consolidation centres;
b) Make maximum use of rail and water transport for construction and freight; and
c) Co-ordinate and phase construction projects to enable the transport impacts to be effectively mitigated.

JUSTIFICATION

11.74 Redevelopment in Old Oak alongside major infrastructure projects will generate a large amount of construction vehicle movements, exporting waste and importing materials over a number of decades. The amount of construction activity planned for the area provides an opportunity for sustainable transport solutions to be adopted. The freight consolidation centre described in policy T8 could be used to reduce the number of construction vehicles required and the number of construction vehicle movements on the road network. Maximum re-use and recycling of waste and construction materials within the area will reduce transport demands. For residual movements, there is potential for bulk construction materials and/or waste to be transported by rail and canal although issues of local environmental impact and commercial viability will need to be addressed.

11.75 To coordinate construction transport across the development area, OPDC will require Construction Codes of Practice and Construction Logistics Plans to be submitted by developers. These will need to be aligned to the overarching Construction Logistics Strategy that OPDC and TfL will prepare, which will set in place the area wide requirements for construction transport.

ALTERNATIVE POLICY OPTIONS

1. There is no control or co-ordination of construction transport

11.76 This would enable individual projects to programme construction works without any co-ordination with other projects. However, given the number of construction projects, a lack of coordination would lead to very high volumes of construction vehicles on the road network which would also have noise and environmental disbenefits.

2. All freight has to be moved by rail or water

11.77 This policy option would reduce the impacts of construction on the road network and therefore provides noise and environmental benefits. However, there are a number of reasons why this policy option may not be practical, including the high costs associated with using only rail and water freight, the lack of capacity for rail and water to take on all of the construction activity and the need for local transfer from the railhead or wharf.

T10: Transport Assessments and Travel Plans

KEY ISSUES

1. Major developments are likely to generate high levels of movement and have an effect on the operation of the transport network. As such it is essential that developments' access requirements are planned and their impacts mitigated.

POLICY CONTEXT

National

11.79 The NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment which assesses the extent to which the development will support opportunities for sustainable travel, provide safe access for all users and limit its impact on the existing transport system.

Regional

11.80 Any planning application which is referable to the Mayor is accompanied by a Transport Assessment. It is expected that any Transport Assessment is carried out in accordance with the TfL Transport Assessment Best Practice Guidance, published in 2014.

PREFERRED POLICY OPTION

a) Transport assessments and travel plans should be provided for planning applications exceeding the thresholds in, and produced in accordance with, the relevant TfL guidance.

b) Construction logistics plans and delivery and servicing plans should be secured in line with the London Freight Plan and should be co-ordinated with travel plans.

JUSTIFICATION

11.81 The Transport Assessment will need to assess the transport impact of the development and ensure that measures to reduce and manage a development's transport impact are identified and planned. The Travel Plan will provide a long-term strategy to deliver sustainable transport objectives through an action plan that is regularly reviewed. The Travel Plan should set objectives and monitoring requirements along with the measures, management plan and funding details required to meet those objectives. The Travel Plan should be secured by a planning obligation and include ongoing management. All proposals for new or significantly expanded schools or other education or institutional uses should be accompanied by a Travel Plan.

11.82 All development proposals will be assessed for their contribution to traffic generation and their impact on congestion, particularly on bus routes and on the primary route network, and against the existing and potential availability of public transport and its capacity to meet increased demand.

11.83 Proposals for development may come forward which fall below the thresholds for referring applications to the Mayor of London, but may have a significant effect on highway or public transport capacity. In these cases, a Transport Assessment may also be sought. Effective and early pre-application discussions will help to identify whether such a requirement is likely and will be particularly encouraged where a proposal may fall just below the relevant thresholds.

ALTERNATIVE POLICY OPTIONS

1. Requiring a transport assessment for all developments.

11.84 This policy option would enable more scrutiny over developments to ensure they comply with best practice. In addition it would enable more control over the cumulative impact of developments on the transport network. However, very small-scale developments are likely to have a minimal impact on the transport network. Early engagement through the pre-application advice stage will help to identify any transport planning issues associated with the development.

2. Increasing the threshold for schemes that require a transport assessment.

11.85 If the threshold was increased developments could be planned without assessing the impact of the development on the transport system. This could lead to access issues, a congested road network and insufficient public transport infrastructure to cope with the demands of the new development.