

Public Transport Accessibility Level (PTAL) Forecast, Development Phasing and Tall Buildings Information Note

29 December 2021

Role of this note

1. This note has been produced in response to the Inspector's request under Matter 8 of the [Agenda 1 for Modifications Hearings \(ID-39v2\)](#) "to see a series of PTAL maps showing how the various proposed interventions get us from figure 7.10 to figure 7.11, and how these changes relate to the phasing of development as Modified and to the areas identified as suitable for tall buildings as Modified."
2. It provides a series of maps depicting phasing of development, tall building locations, connections infrastructure, proposed bus services and Public Transport Accessibility Levels (PTAL) alongside information explaining the maps. The information informing the maps is set out in OPDC's supporting studies. These comprise:
 - [Bus Strategy Update \(2021\)](#)
 - [Development Capacity Study Update \(2021\)](#)
 - [Infrastructure Delivery Plan \(2021\)](#)
 - [Tall Buildings Statement Update \(2021\)](#)

How have PTAL levels been forecast?

3. PTAL information and forecasts have been produced for 4 periods in time: 2020, 2027, 2032 and 2038. The 2020 PTALs map is a current day PTALs map represents the year 2022 level information requested by the inspector as there will be no significant change in PTALs between current day and 2020 and 2022. The PTALs maps show how the changes to walking and cycling routes, bus routes and services alongside new and enhanced rail stations and services will change over time and result in changes to PTALs. PTAL forecasts have been produced by TfL based on information contained within the studies outlined above.
4. The PTAL forecast for 2038 differs to the updated PTAL forecast map included within the [Table of Figure Modifications \(May 2021\) \(OPDC-40D\)](#). This difference results from:
 - A more detailed analysis of proposed location of public transport services, walking and cycling routes; and
 - Difference in pixel sizes used to depict PTALs to ensure consistency of scale with the publicly available [TfL WebCAT tool](#)

Factors to consider in defining capacities

5. It is important to note that PTALs should not be the only determinant of appropriate development capacities. The [London Plan 2021](#) sets out elements to consider in defining capacities within policies D1, D2 and D3. These consider:
 - suitable locations and scale of growth
 - connectivity and accessibility of sites
 - capacity of existing and future planned infrastructure
 - following a design-led approach to make the best use of land to establish optimised site capacities.

6. In particular, policy D2 states that it is appropriate to consider the provision of future planned levels of infrastructure rather than existing levels when determining site capacity. Given the certainty now available on the delivery of Old Oak Common HS2/Crossrail station which is under construction, it is not considered appropriate to delay the delivery of sites which are considered available and deliverable in advance of the station opening and which can be well served by existing stations, new and improved bus services and walking and cycling infrastructure.
7. In doing so, it is important to ensure that the development capacity for these sites is optimised, mindful of the new public transport and walking and cycling connections being delivered and planned to be delivered within the OPDC area. It is the express purpose of a Local Plan to plan for the future of an area and ensure development is appropriately capitalising on future infrastructure.
8. For the Local Plan period (2038), connectivity improvements show that:
 - The majority of Channel Gate ranges from PTAL 6b to 3 with a small portion at PTAL 1. This range of PTALs is comparable to other similar major development areas in London at South Quay, Canary Wharf, Greenwich Peninsula and Wembley Park.
 - The majority of Scrubs Lane is at PTAL 3 and PTAL 4 with smaller portions above and below this. This range of PTALs is comparable to similar regeneration areas at Greenwich Peninsula, Wembley Park and East India Docks.
9. London Plan policy D2 also makes reference to [TfL's 'Time Mapping' \(TIM\) tool](#) to help define connectivity which forecasts to 2031. All of Scrubs Lane and Channel Gate are currently at, and will continue to be at, the most well-connected level, being within 15 minutes via public transport of employment, town centres, health services, and educational establishments. For Scrubs Lane in particular current bus services, walking and cycling routes enable people to reach Willesden Junction Station within 14 minutes by foot, within 12 minutes by bus and within 6 minutes by bike. Harlesden town centre is an additional 1 minute away by the above modes and local services (primary and secondary schools and GPs) are 10 to 24 minutes walking, 3 to 8 minutes cycling and 7 to 20 minutes by bus.
10. The approach to optimising development ahead of planned infrastructure has been common practice in planning authorities elsewhere in London. Examples include the planned delivery of development at Vauxhall Nine Elms ahead of the delivery of the Northern Line extension and plans from various local planning authorities along the Crossrail 1 Line which have identified growth/regeneration areas around planned Crossrail stations and encouraged early and optimised development of these sites ahead of the opening of Crossrail.

Mapping analysis

11. The figures below show the relationship between when development sites (shown with Development Capacity Study Update numbering) and the appropriate locations of tall buildings will be developed and when connections infrastructure will be delivered. New connections infrastructure is identified for the Brewery Cluster, throughout Acton Wells, Channel Gate, Willesden Junction, Old Oak South and Scrubs Lane providing access to Old Oak Common Station. This information is set out in [OPDC's Infrastructure Delivery Plan \(2021\)](#). Figures 3, 7, 11 and 15 show the proposed bus routes and services at 2027 and 2038 as set out in [OPDC's Bus Strategy Update \(2021\)](#). New and enhanced bus routes and services are proposed along Scrubs Lane, Old Oak Lane, Old Oak Common Lane, North Acton, Victoria Road, Willesden Junction and throughout Park Royal.
12. The figures demonstrate that new connections infrastructure align with the phasing of development for the majority of development sites and appropriate locations for tall buildings. They also demonstrate that bus services will support development sites. The exceptions are:

- Mitre Way area of Scrubs Lane where the new all modes connection from Mitre Way to Scrubs Lane is identified for the 11-15 years period while the North Pole East Depot is identified to be developed for the 0-10 years period and the Mitre Industrial Estate is identified for the 6-20 year period. However, in the interim, these sites would benefit from the new all modes route of Wormwood Scrubs Street connecting to Kensal Canalside Opportunity Area, the new walking/cycling connection to Scrubs Lane to be delivered in the 6-10 year period and existing and enhanced bus services along Scrubs Lane and a new route along Scrubs Lane terminating at the North Pole East Depot.
- Portions of Channel Gate where the new all modes route of Channel Gate Street is identified for the 11-15 years period while the Channel Gate site is identified to be developed for the 6-20 year period. However, in the interim, Channel Gate would benefit from access to Victoria Road and Old Oak Lane with existing, enhanced and new bus services, enhancements to Atlas Road, enhanced walking and cycling routes. The Channel Gate site itself and particularly the portions envisaged for early deliver in year 0-10 are within easy walking distance of Willesden Junction station with services on the London Overground and Bakerloo lines

13. OPDC considers this approach is appropriate and in accordance with London Plan policy D2 as the capacities have considered and are linked to the provision of future planned levels of infrastructure and are proportionate to the site's connectivity and accessibility. Please see paragraphs 3 to 10 for further information.

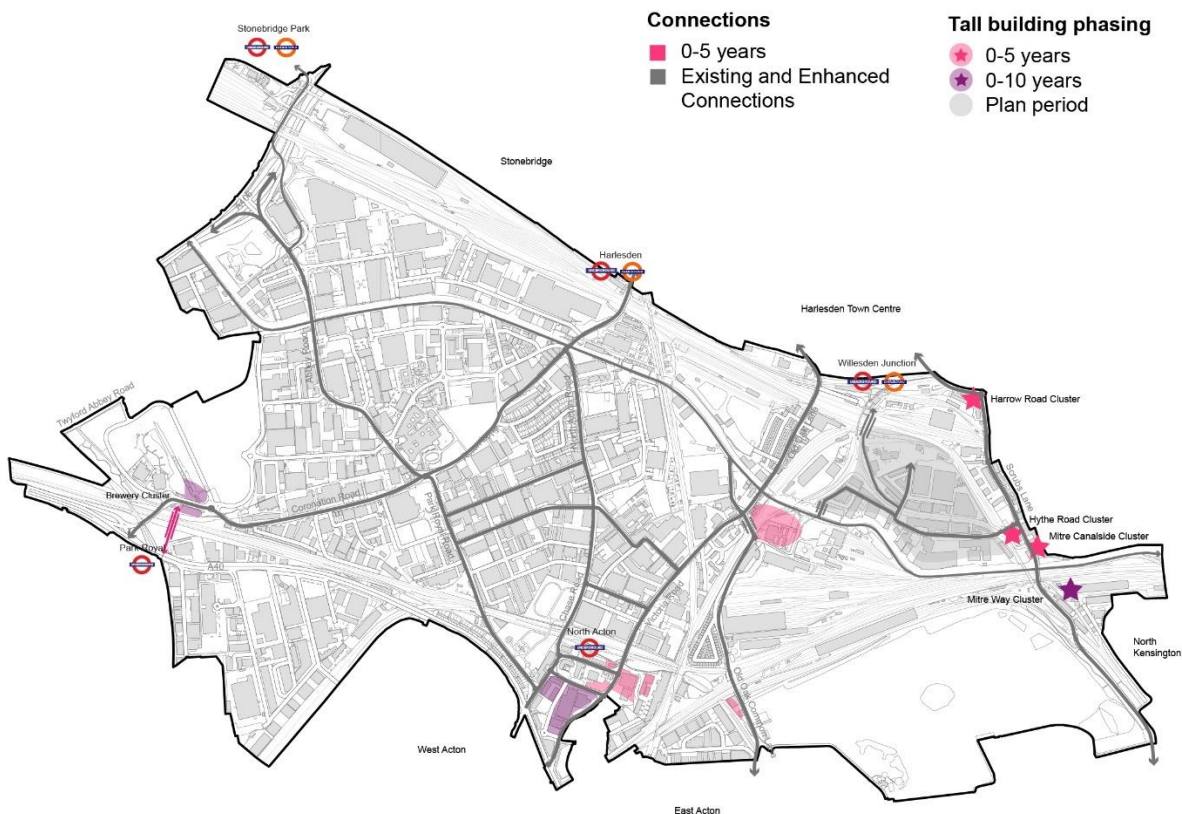
2022+ mapping

Figure 1: Development site and connections phasing.



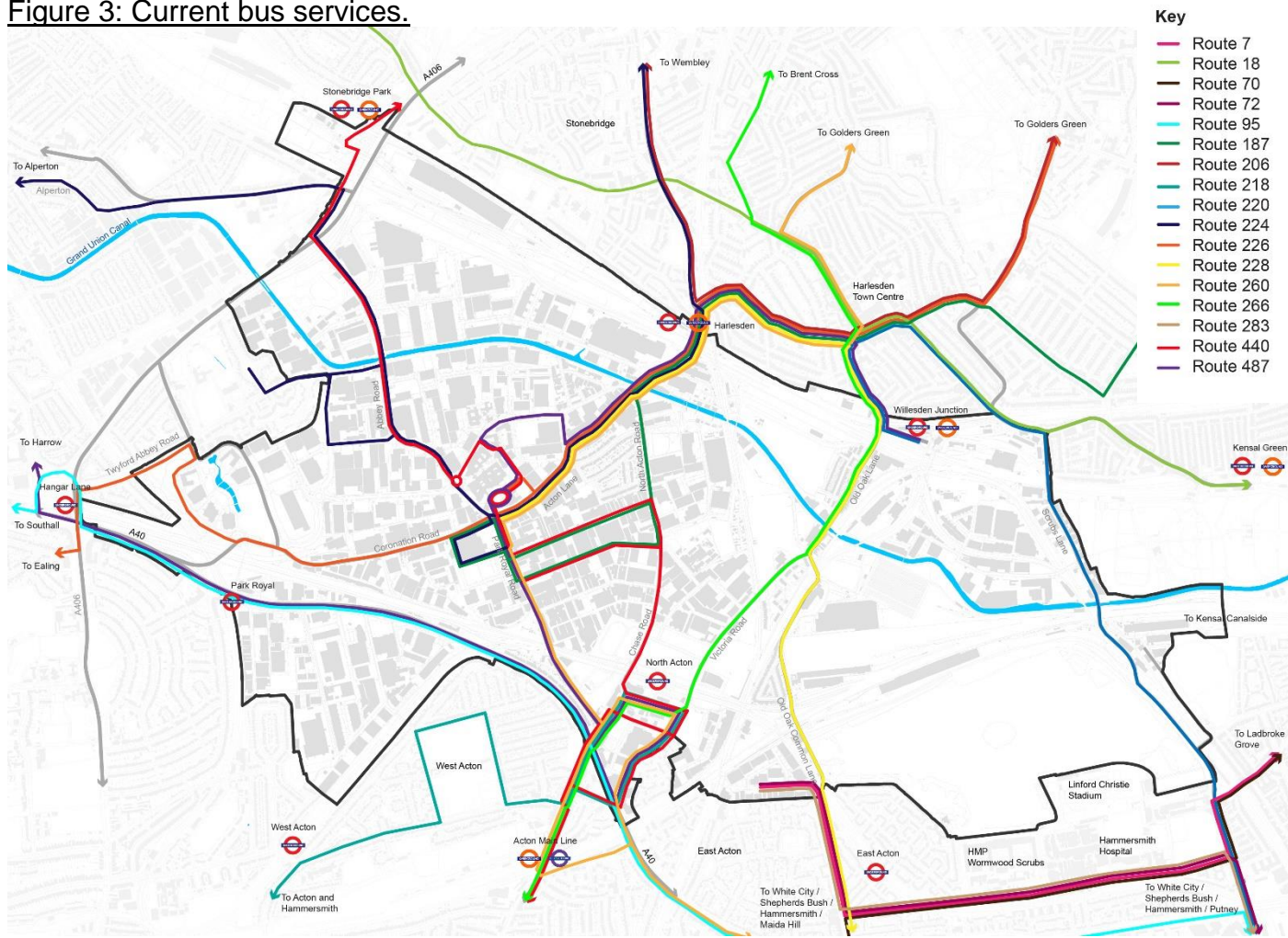
14. Development sites are located along Scrubs Lane, Old Oak Lane, Old Oak Common Lane, within the Brewery Cluster, Park Royal Centre and North Acton

Figure 2: Tall building locations and connections phasing.



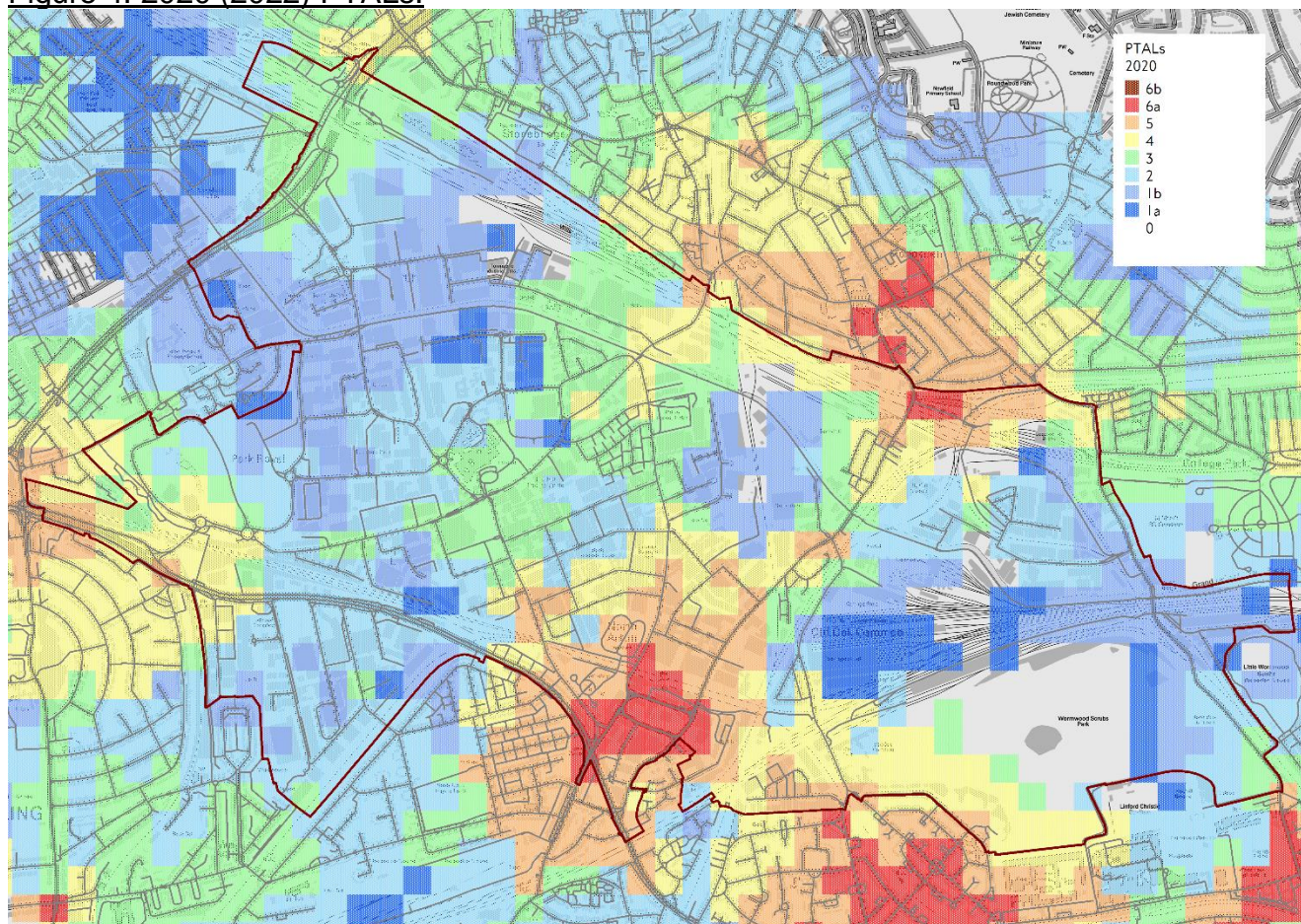
15. Tall building locations are located on Scrubs Lane (Harrow Road Cluster, Hythe Road Cluster, Mitre Canalside Cluster and Mitre Way Cluster), Old Oak Common Lane and North Acton.

Figure 3: Current bus services.



16. Seventeen bus services operate within and around the OPDC area including along Scrubs Lane, Old Oak Lane, Victoria Road, Old Oak Common Lane and within Park Royal are focused along Chase Road, North Acton Road, Coronation Road, Acton Lane, Abbey Road and Twyford Abbey Road.

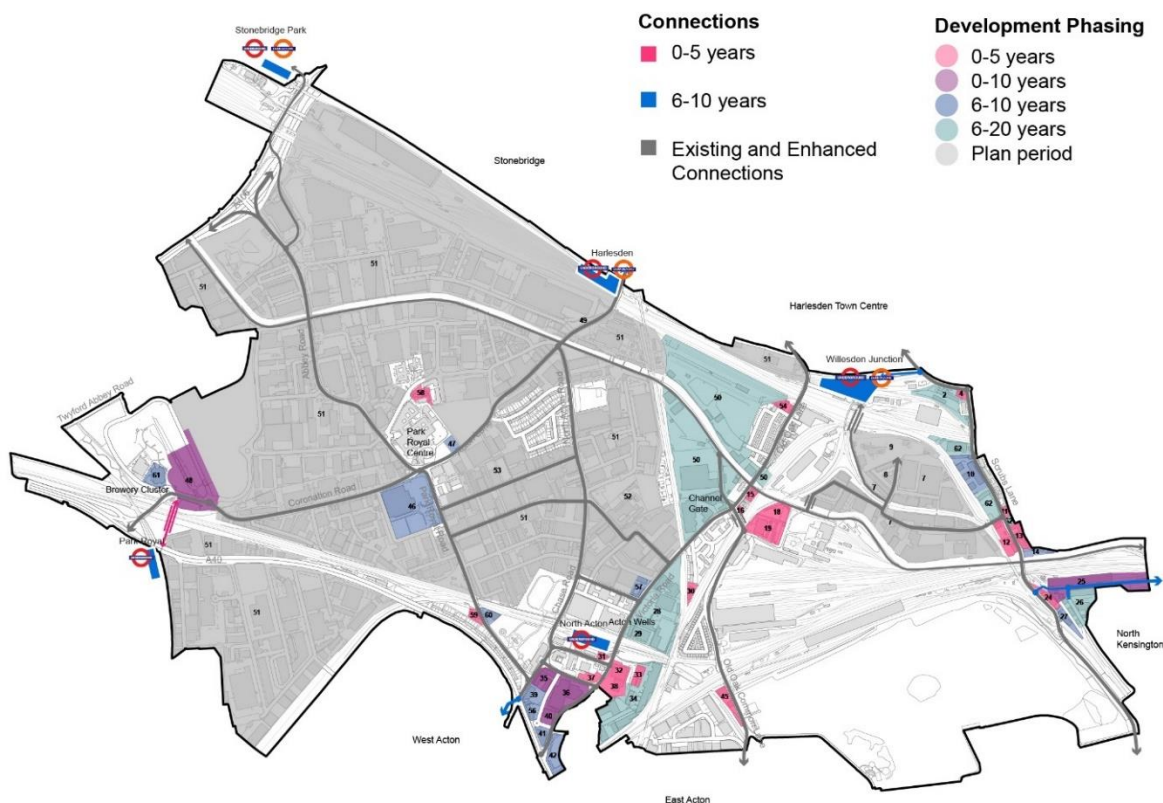
Figure 4: 2020 (2022) PTALs.



17. PTALs 4 and above are focused along Old Oak Lane, Victoria Road, Old Oak Common Lane, Acton Lane, the north of Scrubs Lane and Park Royal Road. PTALs 3 and below are focused within, the south of Scrubs Lane and western portions of Park Royal.

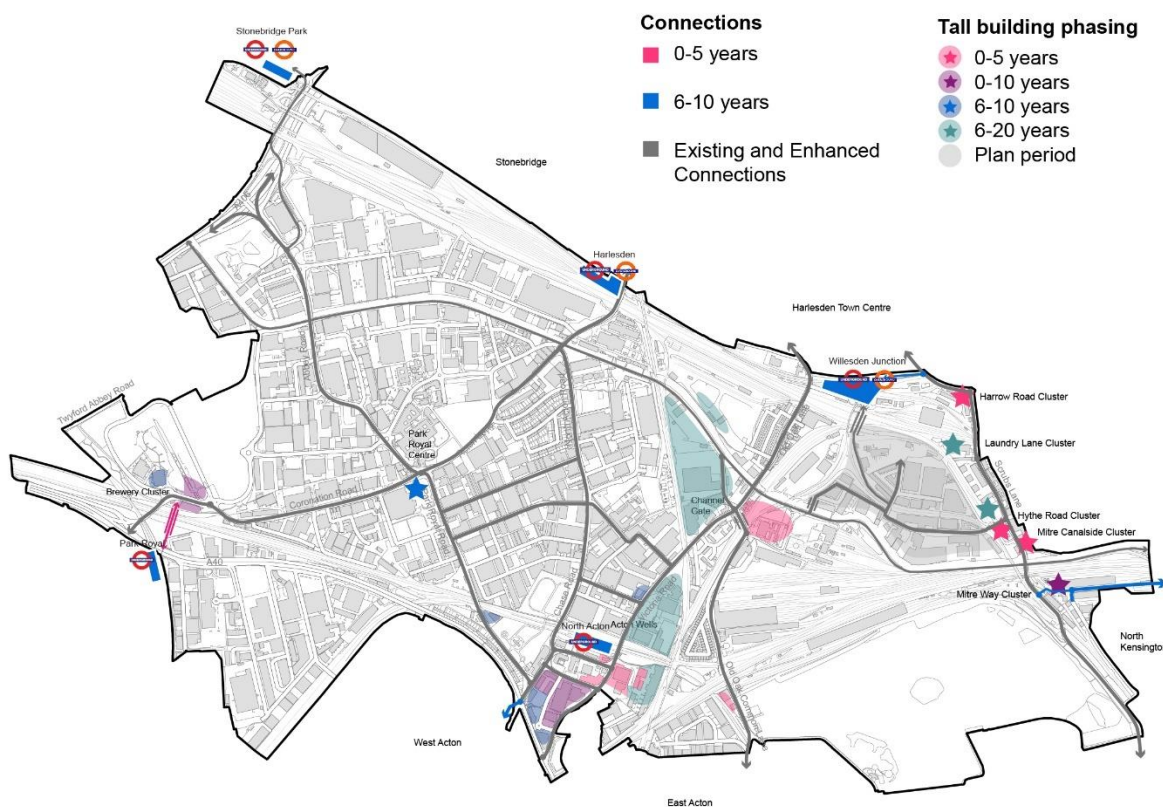
2027+ mapping

Figure 5: Development site and connections phasing.



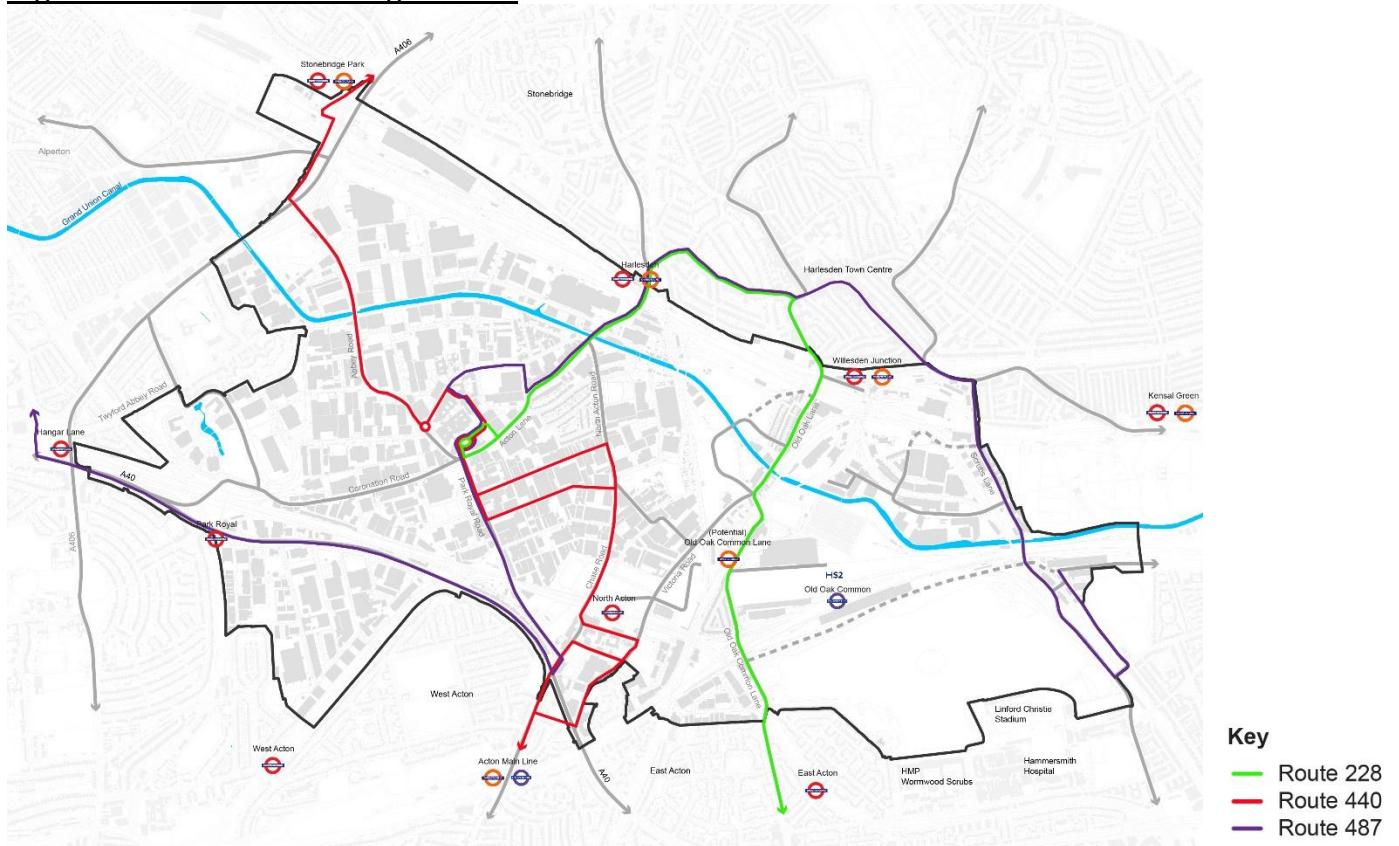
18. Further development is located on Scrubs Lane, North Acton, Park Royal Centre, the Brewery Cluster with some early development within Channel Gate and Acton Wells

Figure 6: Tall building locations and connections phasing.



19. Further tall building locations are located in Scrubs Lane (Laundry Lane Cluster, Hythe Road Cluster), North Acton, early delivery of Acton Wells Park Royal Centre, the Brewery Cluster and within portions of Channel Gate

Figure 7: Bus service changes 2027



20. In 2027, the bus network will need to accommodate the increased demand arising from new development in Scrubs Lane, Old Oak Lane, North Acton and Park Royal. To achieve this, the following capacity enhancements and service improvements are proposed within the Bus Strategy Update and Infrastructure Delivery Plan:

- Route 487 will be diverted to run via Acton Lane and Scrubs Lane, terminating at North Pole Road, and will be converted to double decker operation. (Changes to the route 487 may be preceded by an increase in capacity on route 220 to prevent overcrowding on Scrubs Lane). Additionally, route 487 is likely to be converted to a 24-hour route in order to provide a night service to Park Royal;
- Route 440 will be increased in frequency from 4 to 6 buses per hour;
- Route 228 will be increased in frequency from 3 to 5 buses per hour.

21. In addition to the proposed changes above, the local bus network in 2027 assumes that the planned frequency enhancements to route 224 from 3 to 5 buses per hour, associated with development in the Alperton Opportunity Area, would have been introduced.

Figure 8: 2027 PTALs

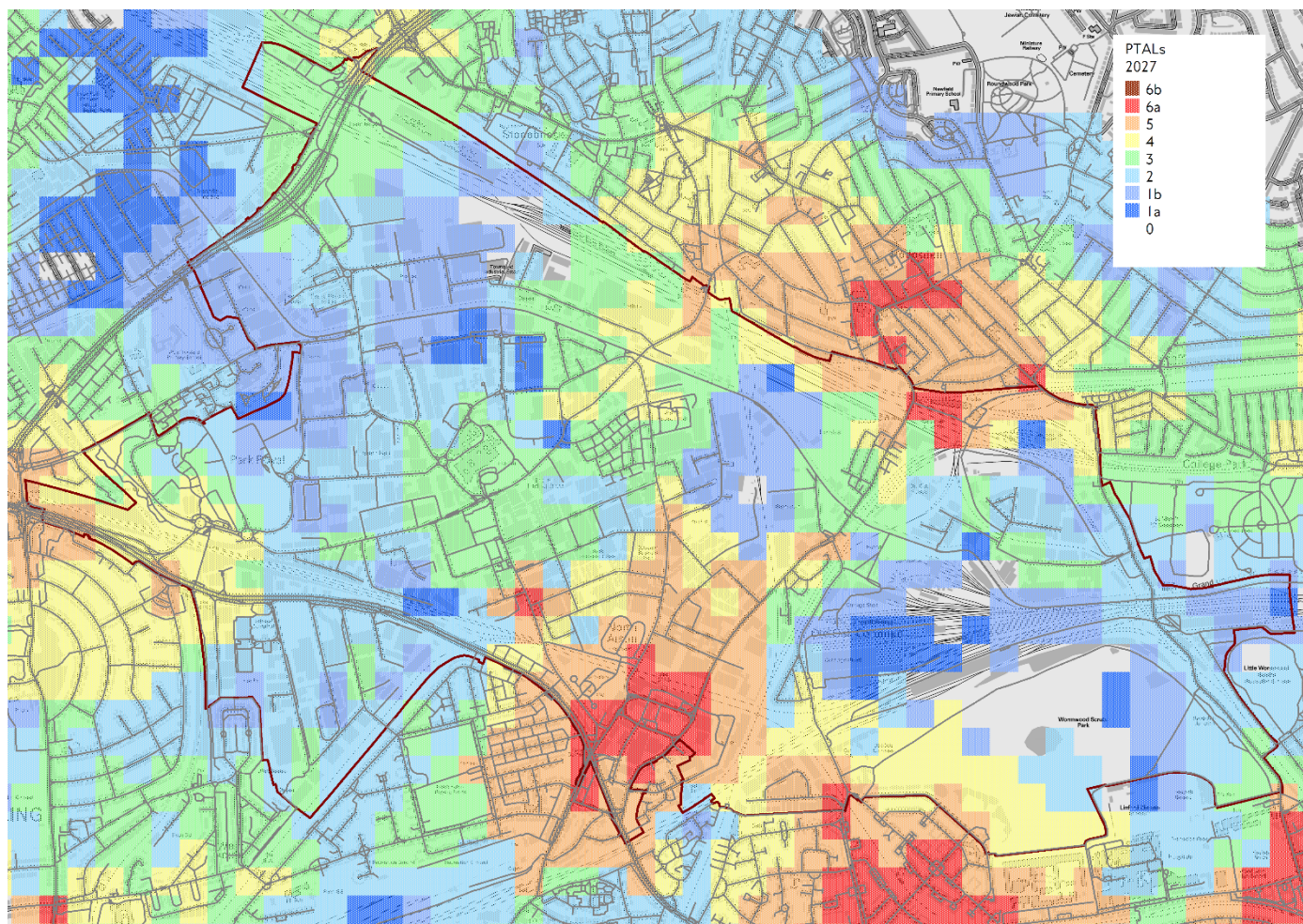
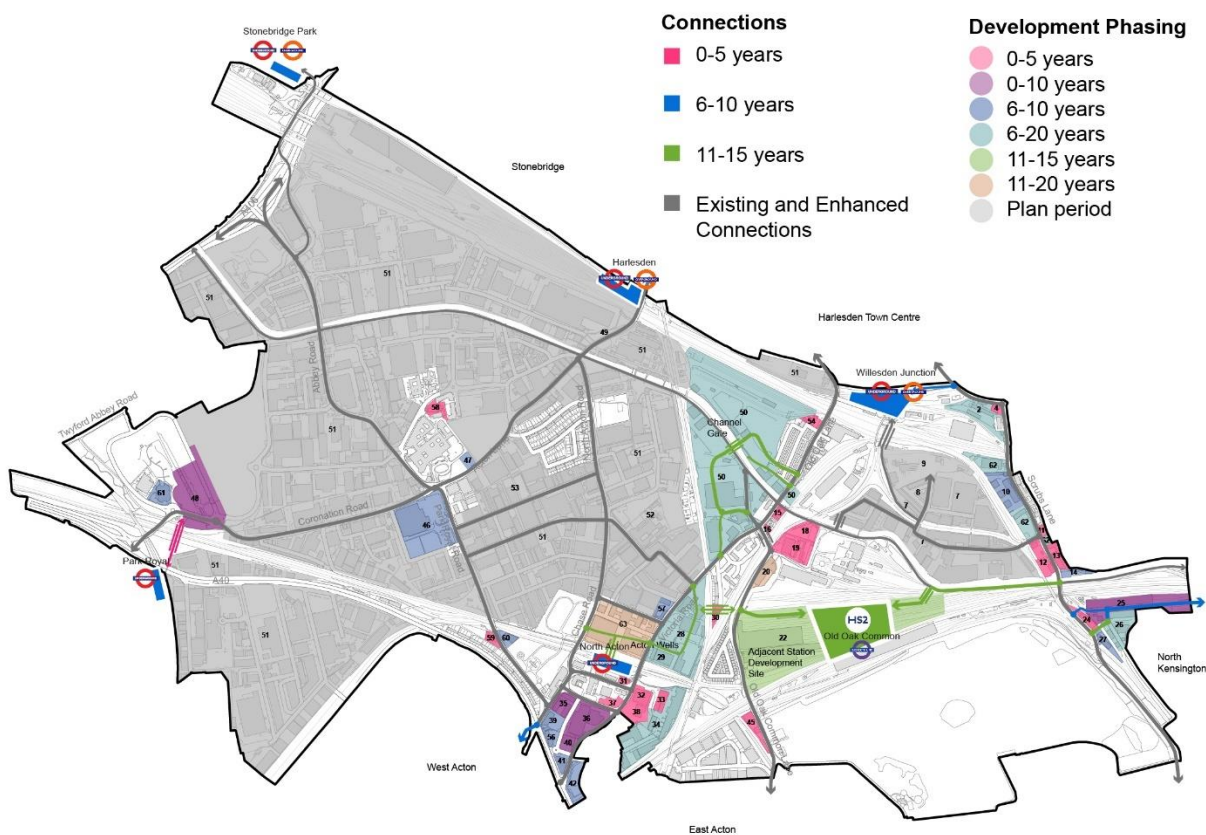


Figure 8 shows the PTAL 2027 forecast. The key changes to the transport network, consists of improvements to the bus network (described above which are set out in greater detail in OPDC's Bus Strategy Update (2021)). These improvements will deliver an increase in the PTAL (compared to current year 2020) in parts of the North Acton area, Old Oak North, the Park Royal area, along Victoria Road and Old Oak Common Lane. The map shows an uplift from PTAL 4 to 5 and 5 to 6a in parts of North Acton and Old Oak North. Some areas along Victoria Road will increase from PTAL 3 to 4. These changes indicate that development sites in several parts of the OPDC area will enjoy better access to public transport, with areas achieving an uplift to PTAL 6a becoming some of the most well-connected locations in London.

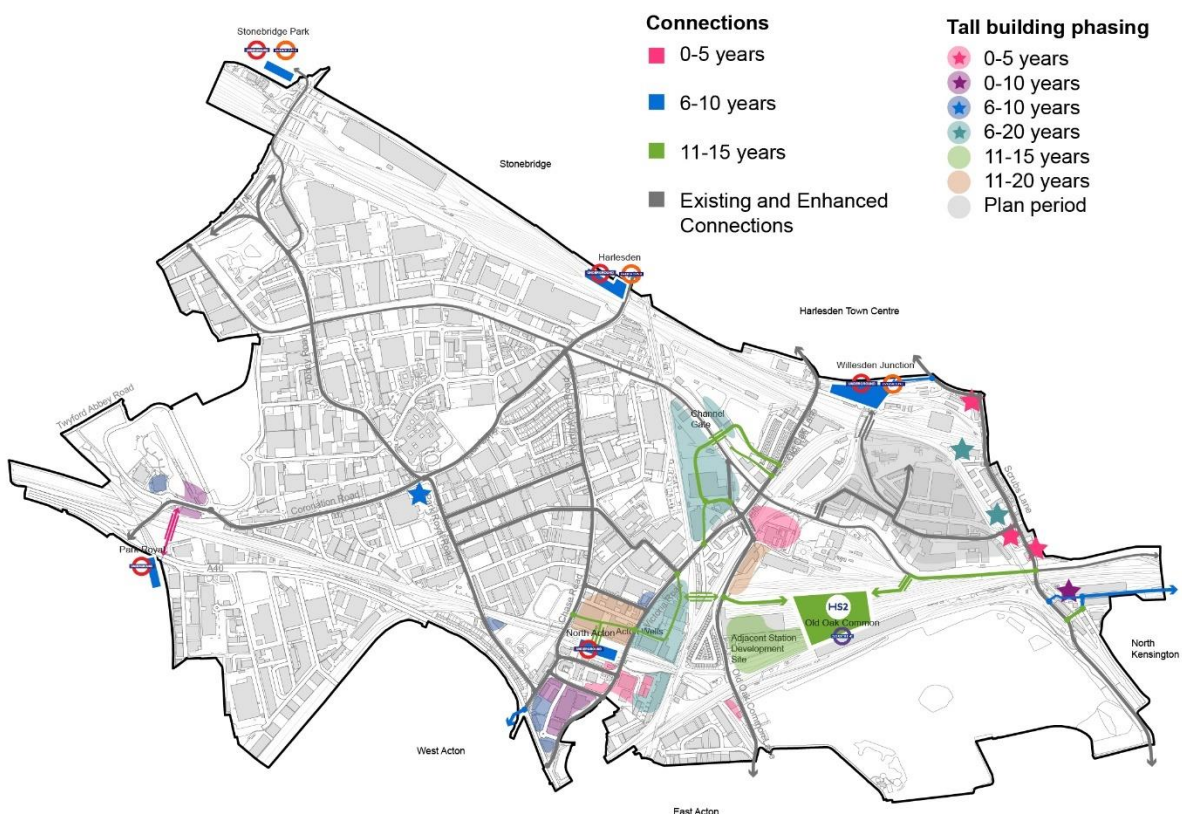
2032+ mapping

Figure 9: Development site and connections phasing.



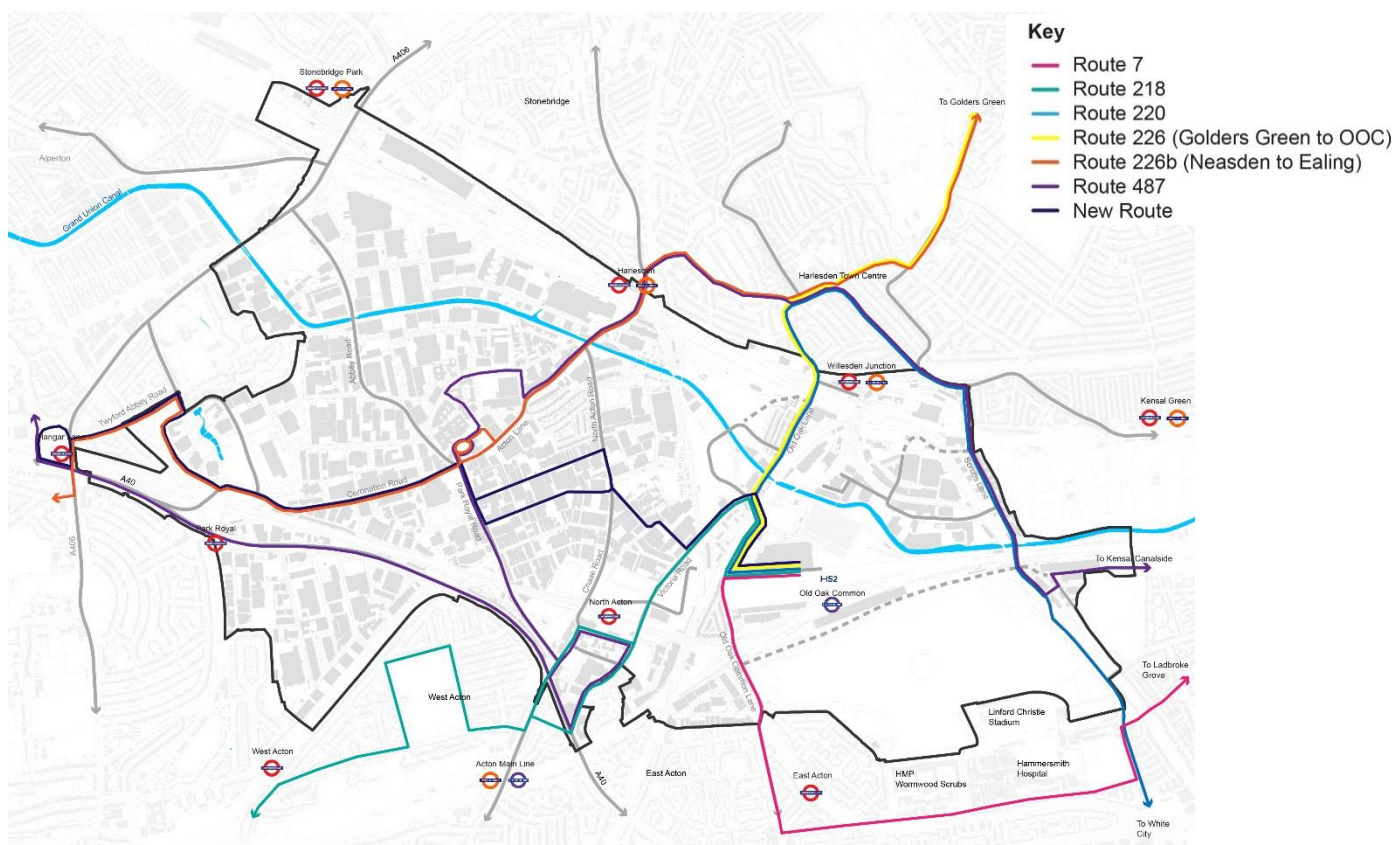
22. Further development is located within Channel Gate, Acton Wells, Old Oak Common Station Adjacent Station Development Site and Scrubs Lane

Figure 10: Tall building locations and connections phasing.



23. Further tall buildings are located within Channel Gate, Acton Wells, Old Oak Common Station Adjacent Station Development Site and Scrubs Lane.

Figure 11: Bus service changes 2032



In 2032, the bus network will need to provide additional capacity for further developments at Park Royal, Park Royal West, Channel Gate and Old Oak South, along with new connections to Old Oak Common HS2/Crossrail station, to accommodate passenger flows to/from the station. To achieve this the following changes to the bus network are proposed:

- Route 7 will be extended from East Acton to Old Oak Common station. This will provide links from the North Kensington area;
- Route 220 will be extended from Willesden Junction station to Old Oak Common Station. This will provide links to Scrubs Lane and the Shepherds Bush and Hammersmith areas;
- Route 226 will be restructured to provide new and improved links to between Willesden and Ealing, Willesden and Cricklewood, and Old Oak Common station and Golders Green.
- A new bus route will be introduced between Hanger Lane station and Old Oak Common station via Twyford Abbey Road, Lakeside Drive, Coronation Road, Minerva Road, Bashley Road, Chandos Road and Victoria Road. This new bus route will run at 5 buses per hour using double decker buses.
- These changes to the bus network are supported by new and updated bus infrastructure, including bus stops and bus stands.

The introduction of Old Oak Common station is accompanied by new and improved walking and cycling connections, which will improve pedestrian and cycle permeability and legibility as well as reducing walk or cycle times between several development sites and the station.

Figure 12: 2032 PTAL

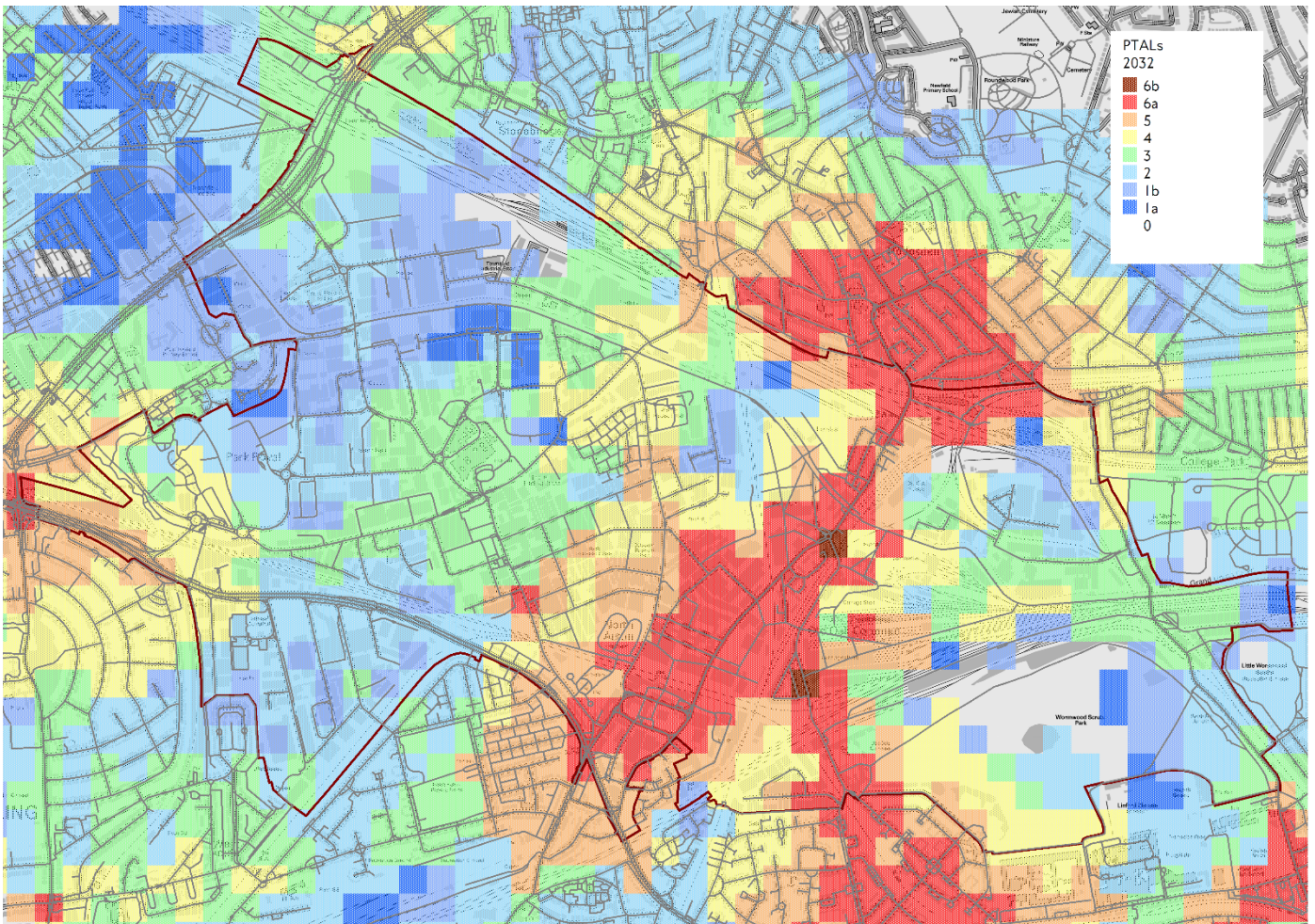


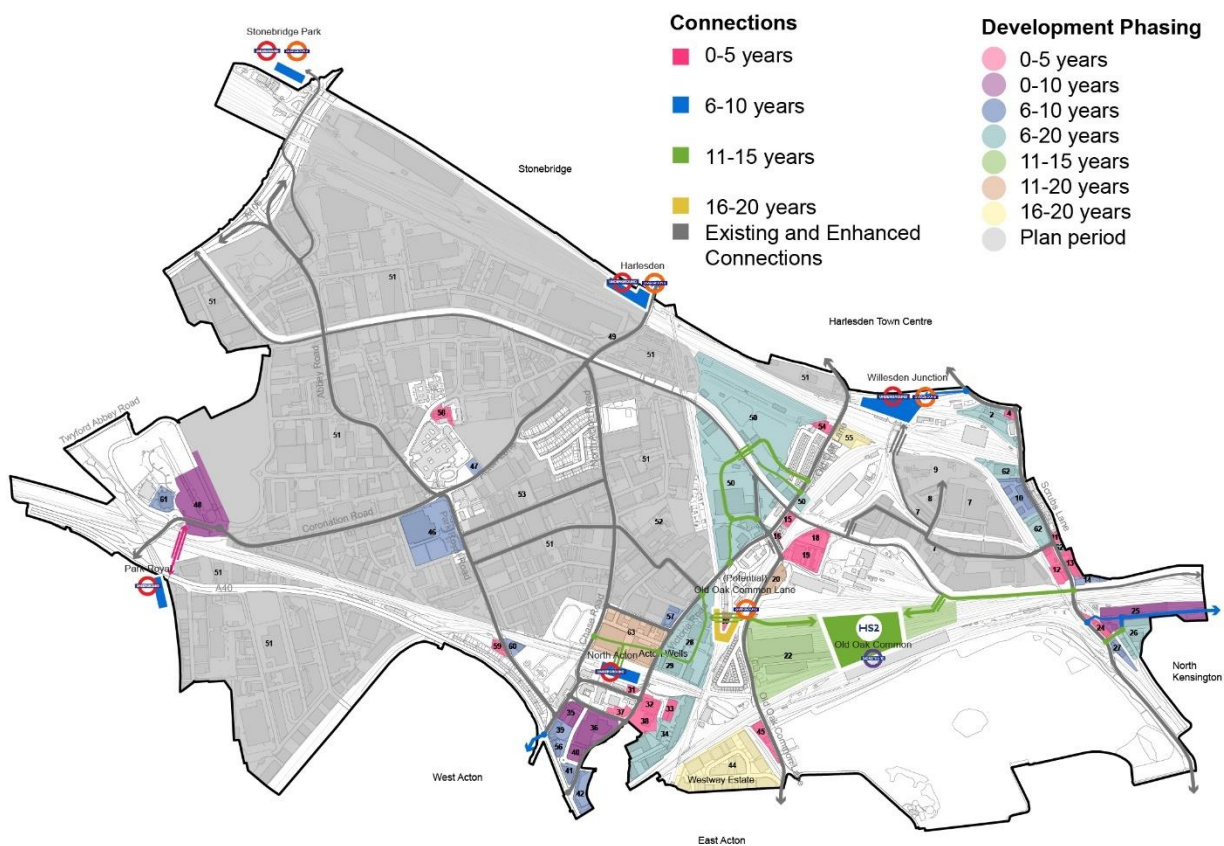
Figure 12 shows the PTAL for the OPDC area in 2032. As described above, the changes to the transport network comprises the introduction of Old Oak Common station, which will serve HS2, Crossrail and national rail, and a restructured bus network, with new bus routes, links and services to the station and increases in frequencies to existing bus services. Additionally, new bus stops to serve diverted and new bus routes will be provided. Improvements to the bus network will increase the level of bus accessibility and uplift the overall PTAL of several sites. Further, the PTAL map for 2032 reflects a new and enhanced walking and cycling network in the area, including improved walking routes to existing rail stations and bus stops and new walking and cycling connections to the new rail station at Old Oak Common.. Compared to the PTAL for the current year (2020) and 2027, the key changes include an uplift in PTAL in the following areas:

- North Acton will see a dramatic increase in the level of public transport access, with many areas of PTAL 4 and 5 increased to PTAL 6a. The map indicates an extension of PTAL 6a northward along Victoria Road.
- Old Oak Common will experience some the most significant uplifts in PTAL, with the PTAL of sites along Old Oak Common and Old Oak Lane increasing from 3, 4 and 5 to 6a. Other areas to the north of Old Oak Common station sees an uplift in PTAL from 1b to 3 and 4.
- Old Oak North/Willesden Junction will see a significant increase in the size of the area which registers PTAL 6a compared to the current year (2020) and 2027. The dominant PTALs in the area in current year (2020) and 2027 are 4 and 5, with surrounding areas achieving a PTAL of 3. This changes to PTAL 6a which becomes the dominant PTAL in 2032, with surrounding areas of PTAL 3, 4 and 5.

The most noticeable change in PTAL for 2032 compared with current year (2020) and 2027 is the expansion and overlap of areas which register PTAL 6a in North Acton, Old Oak Common and Old Oak North, forming two corridors of PTAL 6a, with pockets of PTAL 6b: (1) along Victoria Road and Old Oak Lane towards Willesden Junction station and (2) along Old Oak Lane and Old Oak Common towards East Acton station. This demonstrates that the introduction of Old Oak Common station, improvements to the bus network and walking and cycling network, will increase the PTAL of large parts of the OPDC area to levels seen in some of the most well-connected parts of London.

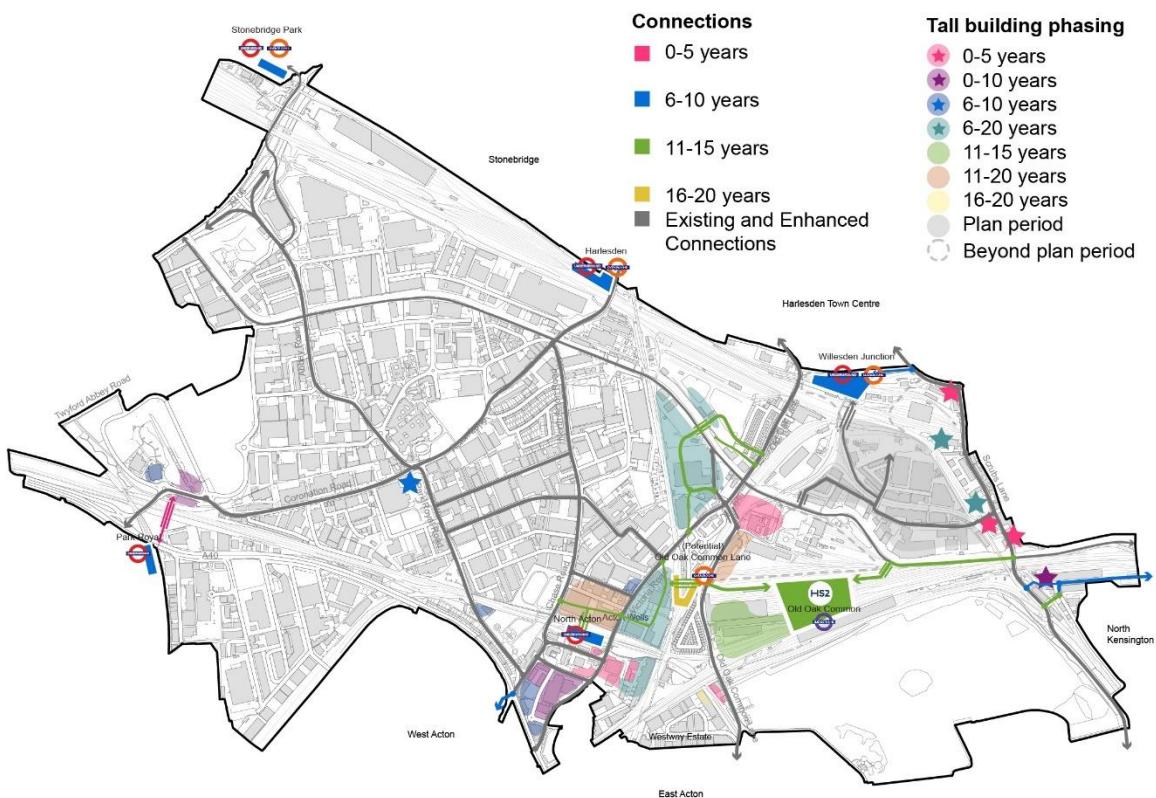
2038 mapping

Figure 13: Development site and connections phasing



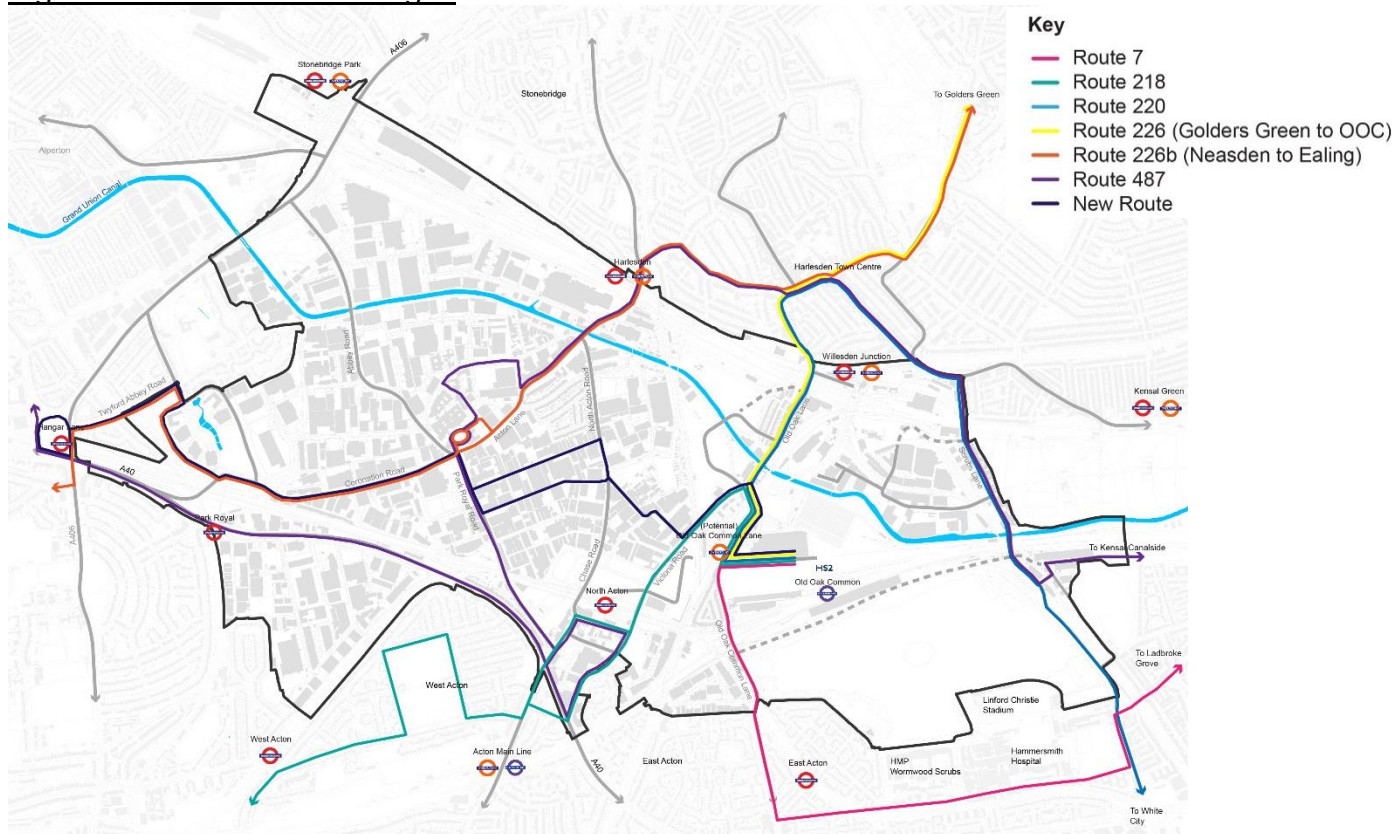
24. Further development is located on Old Oak Lane, Acton Wells and within the Westway Estate.

Figure 14: Tall building locations and connections phasing



25. Further tall buildings are located on Channel Gate, Acton Wells and the north of the Westway Estate

Figure 15: Bus service changes



In 2038, Old Oak Common Lane station, which provides overground services will be operational. The new station will be supported by new bus stops.. However, except for the introduction of new bus stops, the bus network in 2038 is essentially the same as 2032. The bus network in 2032 has been restructured to provide new connections and services to Old Oak Common and Old Oak Common Lane stations. Except for the new walking and cycling connections to Old Oak Common Lane station, the majority of the walking and cycling connections would have been in place by 2032. However, the new Overground rail station will increase the density of public transport services and this is expected to influence further uplifts in PTALs in the OPDC area.

Figure 16: 2038 PTAL.

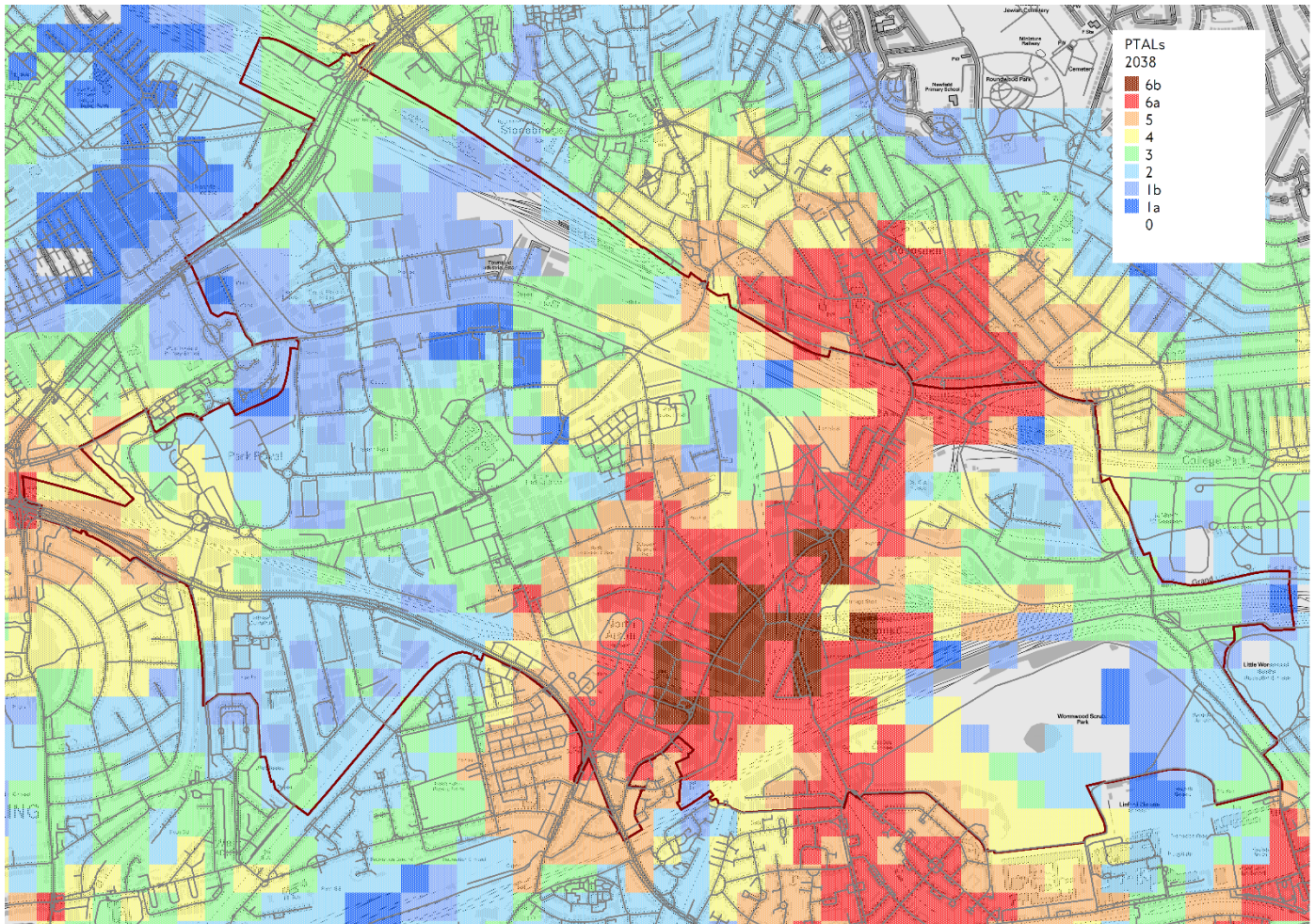


Figure 16 shows the PTAL for the Opportunity Area in 2038. As described above, the changes to the transport network comprises the introduction of Old Oak Common station, which will serve HS2, Crossrail and national rail and the Old Oak Common Lane station, the restructured bus network, with new bus routes, links and services to the station and increases in frequencies to existing bus services. Additionally, the PTAL map for 2038 reflects new and enhanced walking and cycling connections to existing and new rail stations and bus stops. Compared to the PTAL for the current year (2020), the key changes in the PTAL includes a significant uplift in PTAL in the following areas:

- North Acton will see further increases in PTAL, such as PTALs 4 and 5 increasing to 6a. This results in a further expansion of the area registering PTAL 6a. Some areas of PTAL 6a will increase to PTAL 6b. These areas concentrate around North Acton station. The change in PTAL is not as dramatic as observed in 2032 but the changes suggest that the area will achieve the highest possible access to public transport.
- Old Oak North is broadly unchanged from 2032, with PTAL 6a remaining as the dominant PTAL. Some areas on Old Oak Lane will see an increase from PTAL 4 to 5, and 5 to 6a.
- Old Oak Common will see increases in PTAL from 3 to 4, 4 to 5 and 5 to 6a but the most noticeable changes will be an increase from PTAL 6a to 6b. The changes are concentrated near Old Oak Common and Old Oak Common stations.

The changes in PTAL from 2032 to 2038 are largely influenced by rail services operating at Old Oak Common Lane station. The PTAL analysis for 2038 shows that a large proportion of the OPDC area will achieve the highest possible PTALs in London.