



**Highways Committee**  
20 March 2014

**Report from the Head of Transportation**

For Action

Wards affected:  
ALL

**Brent Long Term Transport Strategy**

**1.0 Summary**

- 1.1 Brent's draft Long Term Transport Strategy has been developed to inform and guide the way in which we will invest in improving the movement of people and goods throughout the Borough. It describes Brent's objectives and policies in relation to transport and travel and "sets the scene" by defining our transport priorities for the next 20 years. The strategy will support regeneration and growth and support the core objective of improving access to employment. In summary our strategy is:

- To improve international, national and regional links to Brent;
- To support Brent's Growth Areas;
- To improve the North Circular Road Regeneration Area;
- To improve Brent's town centres;
- To invest in creating sustainable, attractive and safe neighbourhoods;
- To support employment locations; and
- To ensure that safe and convenient cycle routes are provided.
- To improve air quality and contribute towards climate change targets

- 1.2 By application of the strategy objectives, and with reference to a network of core movement corridors, this strategy will define the planning framework for transport within Brent. It will be used to drive and prioritise our annual spending submissions beyond the next delivery plan period; guiding investment decisions and informing development of future LIP strategy updates. It will also define the proposed national, regional and sub-regional transportation improvements that are important to Brent's growth and prosperity, identifying which proposals the Council supports and will lobby for.

**2.0 Recommendations**

- 2.1 That the Highways Committee approves the draft Long Term Transport Strategy for Brent.

- 2.2 That the draft Long Term Transport Strategy be subject to public and stakeholder consultation during 2014, and be reported back to the Highways Committee and Executive for final approval.

### **3.0 Detail**

#### **3.1 Background**

- 3.1.1 The proposed Brent Long Term Transport Strategy sets out directions for transport in Brent over the next 20 years to support land use planning and development decisions. It is an integrated land use and transport strategy, which builds on the Local Implementation Plan (LIP) for transport.
- 3.1.2 The need for a transport strategy is driven by the regeneration and growth agenda within the borough, which outlines a commitment to delivering:
- 22,000 new homes across the borough between 2007 and 2026;
  - 10,000 new jobs in Wembley; and
  - 4,400 new jobs in Park Royal between 2007 and 2017.
- 3.1.3 The strategy is therefore centred around the need to support these growth areas, providing the transport improvements needed to make them both attractive and accessible, and to support key social infrastructure such as new schools and health facilities.
- 3.1.4 This strategy provides a longer look ahead than within the current LIP, and provides input to the next LIP for 2014-17. The strategy will provide:
- ✓ A series of policies providing strategic direction on key transport challenges for Brent;
  - ✓ A clear indication of borough priorities and a defined list of movement corridors, growth areas and local centres that will form the basis of our investment planning.
- 3.1.5 The strategy is supported by detailed analysis of policy, socio-demographics and travel patterns. This analysis has been used to provide an overview of key movement corridors within Brent. Supporting analyses are contained in an accompanying *Transport Strategy Technical Report*.
- 3.1.6 The transport strategy supports a range of policies, including the National Planning Policy Framework; the London Plan and Mayor's Transport Strategy and, at a local level, Brent's Borough Plan and Health and Wellbeing strategies. The objectives of the transport strategy are therefore aligned with our growth aspirations, as well as Brent's corporate objectives.

#### **3.2 Summary of Proposals**

- 3.2.1 Through analysis of transport data within Brent, the following corridors have been identified as being key to the effective movement of people and goods:
- Corridor 1 – A5 Edgware – Central London
  - Corridor 2 – Harrow Road / Bakerloo (Harrow to Central London)
  - Corridor 3 – Metropolitan Corridor (Wembley – Willesden – central London)
  - Corridor 4 – Brent Cross – Wembley – Ealing

- Corridor 5 – Brent Cross – Park Royal (Old Oak Common)
- Corridor 6 – Colindale – Harrow (via Kingsbury and Kenton)

3.2.2 These corridors are illustrated in **Appendix A**. By investing in route improvements and encouraging increased public transport capacity and efficiency on these routes, links to Brent's growth areas will be improved and people travelling through and within the Borough will be better served by our transport systems.

3.2.3 In addition to the identification of key movement corridors, the strategy has been brought together in a series of clearly defined objectives and policy directions that support those objectives. These are shown in draft in **Appendix B**. The objectives define the overarching transport strategy, which in summary is:

- ✓ To improve international, national and regional links to Brent by supporting better connections to airports, lobbying for new rail connections and station improvements and seeking the best outcomes for Brent from developments such as HS1/ HS2 and the Old Oak Common station;
- ✓ To support Brent's Growth Areas by investing in enhanced public realm, improved local transport facilities and better transport connections both within and external to Brent;
- ✓ To improve the North Circular Road Regeneration Area, which is a major barrier to movement within Brent as well as creating its own environmental and socio-economic challenges;
- ✓ To improve Brent's town centres by investing in enhanced public realm, better facilities for vulnerable road users, reduced congestion and more efficient and convenient loading and parking;
- ✓ To invest in creating sustainable, attractive and safe neighbourhoods by investing in collision reduction measures, traffic calming, reduced speed limits and sustainable transport modes;
- ✓ To support employment locations by maximizing their accessibility, ensuring that freight transport routes are planned and efficient and that transport links by bus and rail are convenient and reliable; and
- ✓ To ensure that safe and convenient cycle routes are provided across the Borough with investment in dedicated cycle routes, cycle training and education and convenient parking facilities at key destinations.
- ✓ To improve air quality and contribute towards national and international climate change targets through the provision of car clubs, electric vehicle charging points, congestion reduction measures, and supporting cycling and public transport.

### 3.3 How will the Strategy be used?

3.3.1 The Long Term Transport Strategy will be used to drive the direction of the annual spending submission beyond the next delivery plan period, when there may be further allocations of funding made on a modal basis (e.g. via the Mayor's Cycling Vision). The Transport Strategy will therefore become a key part of the prioritisation process for annual Local Implementation Plan bidding.

- 3.3.2 The Long Term Transport Strategy will also be used to target S106 / CIL funding. This funding will be prioritised along the six movement corridors. This will allow us to align future CIL and historic S106 monies to the Transport Strategy.
- 3.3.3 The borough's Parking Strategy is currently set out as a Parking Enforcement Plan in Chapter 7 of the 2006-2011 LIP and this will be reviewed and updated as a daughter document to the Long Term Transport Strategy.

### **3.4 Consultation and Finalising the Strategy**

- 3.4.1 A workshop was held with Executive members on 27<sup>th</sup> February 14 to present the draft Long Term Transport Strategy objectives and describe the detail of supporting policy statements. Members discussed a number of issues, including:
- The need to stress the importance of transportation in achieving health benefits through improved air quality, particularly on and around the A406 North Circular;
  - Ensuring that transport objectives relating to Town Centres within Brent are prioritised and focussed to gain the best value for residents and businesses;
  - Noting that cycling investment relies on TfL funding, therefore Brent can only support or lobby for cycle network improvements;
  - That an objective or policy elements that state a desire to reduce traffic congestion should be included; and
  - That consideration should be given to including an objective for how Brent's waterways could be considered within a long term transport strategy.
- 3.4.2 Subject to consideration of the above it was agreed that consultation should take place during 2014. A detailed consultation plan and timeframes will be developed and agreed prior to the public consultation commencing, but in broad terms the process will include:
- Issue of the draft strategy to all Council members with a requests for written feedback;
  - Publication of the draft strategy with on-line feedback forms on Brent's website;
  - Presentations at all Brent Connects forums and other appropriate public meetings including major resident association meetings;
  - Contacts with business groups and associations to arrange meetings / presentations and seek feedback; and
  - An open invite event for residents and Councillors to discuss the draft strategy.
- 3.4.3 Following public consultation all comments will be considered and the Long Term Transport Strategy will be updated to reflect agreed changes. A final draft will then be reported to the Highways Committee and Executive for approval and adoption.

## **4 Financial Implications**

4.1 There are no financial implications arising from this report

## **5 Legal Implications**

5.1 There are no legal implications arising from this report

## **6 Diversity Implications**

6.1 An Equalities Analysis has been prepared to assess the implications of the draft Long Term Transport Strategy in terms of its impact on the protected characteristics. The outcomes indicate that the Strategy will not have an adverse impact on any of the protected characteristics. This assessment will be reviewed and finalised following public consultation.

### **Background Papers**

Draft Brent Long Term Transport Strategy V10

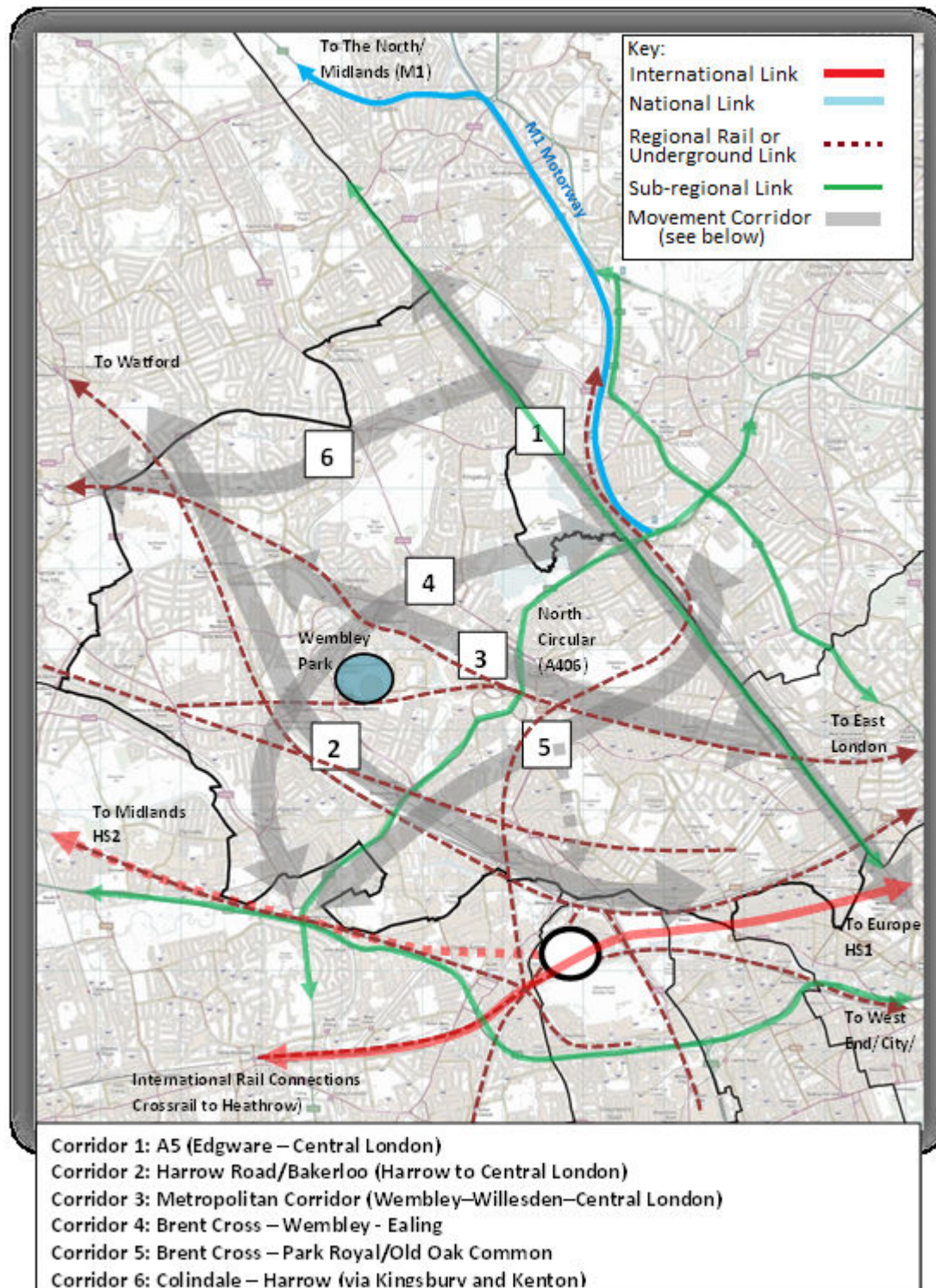
### **Contact Officers**

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## Appendix A – Proposed Movement Corridors

By investing in route improvements and encouraging increased public transport capacity and efficiency on the routes shown below, links to Brent's growth areas will be improved; links to employment opportunities will be enhanced and; people travelling through and within the Borough will be better served by our transport systems.



## Appendix B – Proposed Policy Statements

Objective 1 – Improve International Links to Brent			
	Policy	Justification	Initial Action Plan
<b>T1.1</b>	Support improved Access to Heathrow Airport	Heathrow is UK's main hub airport, with 40% of its travellers flying for business. The airport accounts for 56% of the UK's air freight. Direct impact of the airport (70,000 jobs in the airport vicinity) is complemented by secondary impact with travel and hotels generating a further 60,000 jobs, and tertiary impact attracting international business to West London.	Express Borough support for retaining Heathrow's role as the UK's hub airport and provide support for proposals to enhance connections between Brent and Heathrow.
<b>T1.2</b>	Maintain support for Heathrow as predominant air hub for London	Earlier assessment of additional capacity at Heathrow suggest that noise and air quality are unlikely to be a significant issue for Brent, and that air quality has not significantly worsened since opening of T5.	
<b>T1.3</b>	Support improved access to other international airports including Luton and Stansted	Reduction in airport capacity at Heathrow could deter additional international business activity within West London and Brent . Business interests support expansion at Heathrow, and are more likely to invest locally if this is provided.  Additional passenger choice is offered through other international airports such as Luton and Stansted	
<b>T1.4</b>	Support improved international rail links from Brent to Europe via a dedicated HS1 – HS2 link	Brent is well placed to benefit from improved connectivity to Europe as a result of the new HS2 international station at Old Oak Common HS2 current proposals include a link between HS2 and HS1 via a tunnel through the Primrose Hill area and then onto the North London Line. This link should be provided without undermining existing or future passenger and freight services on the North London Line.	Formal Borough support for HS1-HS2 link.



Objective 2 – Improve National and Regional Links to Brent			
	Policy	Justification	Initial Action Plan
<b>T2.1</b>	Support improved access to key national destinations outside of London for employment and other journey purposes	The use of Old Oak Common as a key strategic interchange will provide Brent residents with improved access and reduced travel times to many key cities in the UK	Develop freight strategy and prepare action plan for Borough
<b>T2.2</b>	Support orbital bus links from Golders Green and Finchley Road across to Wembley and elsewhere in Brent	Enhancements to rail services and infrastructure will encourage greater use of Clapham Junction – Wembley link, maximising benefits of regeneration at Old Oak Common.  Public transport access to coach stations is poor and in need of improvement	
<b>T2.3</b>	Support improved freight access to key national destinations outside London	The North Circular Road is important for moving HGV traffic through and within Brent, particularly in providing access to M1 and A40 and makes Brent an attractive location for businesses relying on the national road network.	
<b>T2.4</b>	Support rail-based freight and restrict road based through-freight movement to the North Circular or specified radials	Shifting freight onto rail and restricting its movement onto the Strategic Road Network will help remove through freight movement from Brent's town centres.	
<b>T2.5</b>	Provide good access to freight distribution centres in Brent	Ensuring that Neasden / Park Royal all have good connections onto the North Circular Road or SRN will assist with effective movement of freight.	



### Objective 3 – Improve sub-regional links to Brent

	Policy	Justification	Initial Action Plan
<b>T3.1</b>	Support enhanced connectivity to Old Oak Common to benefit Brent residents and businesses	<p>Limited public transport connections between Old Oak Common and Brent</p> <ul style="list-style-type: none"> <li>➤ Harlesden is the nearest local centre and Willesden Junction is the nearest existing railway station, both currently have very limited access to the proposed HS2 Interchange at Old Oak Common.</li> <li>➤ The local road network including Tubbs Road and Harlesden Town could come under significant pressure from traffic looking to access the station and surrounding area</li> </ul>	<p>Lobby central government and work with neighbouring authorities and regional partners to achieve the following outcomes:</p> <ul style="list-style-type: none"> <li>• Development is well connected with high levels of permeability and strong connections to Brent;</li> </ul>
<b>T3.2</b>	Support link between Crossrail and West Coast mainline	<p>Limited public transport connections between Wembley and Heathrow</p> <p>A link between Crossrail and West Coast Mainline could result in a Crossrail station in Brent at Wembley Central, providing much improved connectivity for this part of the Borough to central London, Heathrow and other national destinations.</p>	<ul style="list-style-type: none"> <li>• Promote overground links to support improved connectivity;</li> <li>• Promote and lobby for a West Coast Main Line - Crossrail link;</li> <li>• Promote a high quality pedestrian/cycle bridge from Willesden Junction into the development area;</li> </ul>
<b>T3.3</b>	Support the use of Dudding Hill freight line for passenger services	<p>The opportunity could be taken in developing HS2 to use the Dudding Hill freight line to provide a passenger service to Brent Cross/Cricklewood. This could offer an interchange with the Metropolitan / Jubilee lines at Neasden.</p>	<ul style="list-style-type: none"> <li>• Ensure good highway links (particularly for bus access) without encouraging more through traffic; and</li> <li>• Ensure that tunnel infrastructure does not impact on Borough growth area plans</li> </ul>

<p><b>T3.4</b></p> <p>Support improved orbital connections to improve access to opportunity areas, new developments, employment, retail, education and leisure opportunities</p>	<p>A number of large developments, opportunity areas or other key destinations are near Borough boundaries which would be best accessed via orbital movements:</p> <ul style="list-style-type: none"> <li>• Brent Cross</li> <li>• Colindale/Burnt Oak</li> <li>• Old Oak Common</li> <li>• White City</li> </ul> <p>A number of important employment locations for Brent residents are near Borough boundaries which would be best accessed via orbital movements:</p> <ul style="list-style-type: none"> <li>• Brent Cross</li> <li>• Ealing</li> <li>• Park Royal (including Old Oak Common in the future)</li> <li>• Heathrow</li> </ul>	<p>Provide, lobby or support improvements to key orbital corridors of movement such as Brent Cross – Wembley-Ealing, and Brent Cross-Park Royal/Old Oak Common. Support improvements to improved bus services, rail services, cycle routes and use of the Dudding Hill railway line for passenger services (complements T3.1). Lobby for highway improvements to the North Circular to benefit all road users. Deliver transport improvements outlined in the Wembley Area Action Plan to improve orbital movements.</p>
<p><b>T3.5</b></p> <p>Support improved connectivity to major employment areas including those in neighbouring Boroughs</p>	<p>Brent is well served by radial routes into Central London by both public transport and highway.</p> <p>There are limited public transport opportunities for orbital movements and with the exception of the North Circular, limited highway orbital routes. This leads to high levels of congestion on orbital routes.</p> <p>Limited public transport connections between Wembley and Heathrow.</p>	<p>Support improvements to the Wembley – Ealing corridor which would facilitate access to Alperton (for Piccadilly line) and Ealing (for Heathrow Connect). In the longer term support for railway enhancement such as WCML-Crossrail link and new Overground station at Old Oak Common which would provide a single interchange between Wembley and Heathrow via Crossrail. Complements T3.1.</p>

## Objective 4 – Support Growth Areas

Policy	Justification	Initial Action Plan
<b>T4.1</b> Facilitate development in Wembley by developing a permeable, accessible town centre	<p>Helps to deliver transport improvements through a corridor approach which provides tailored policies for Wembley Hill Road/South Way/Harrow Road and a slightly different balance between the different road users</p> <p>Supports a planned reduction in car mode share in Wembley through implementing measures within the Wembley Transport Strategy.</p> <p>Provides more sustainable travel options, which reduce traffic congestion and assist in reducing the car mode split from 37% to a target of 25%.</p> <p>Meet the objectives of the Wembley Area Action Plan which are to:</p> <ul style="list-style-type: none"> <li>• Create a more attractive town centre</li> <li>• Create a safer environment by reducing the impact of traffic</li> <li>• Provide more effective access and egress to/from Wembley Stadium on event days</li> </ul>	
<b>T4.2</b> Facilitate growth and development through transport interventions in Brent's other growth areas	<p>To enable the delivery of new housing in the Borough, development needs to come forward within all growth areas. Each growth area has different challenges and opportunities and a clear transport strategy needs to be developed for Alperton, Burnt Oak, Church End and South Kilburn</p> <p>To enable successful development they need to have access to local jobs and services as well as being attractive locations and have a sense of 'place', the principles of the Brent Placemaking Guide should be adhered to.</p> <p>New development needs to minimise the impact on congestion on the local road network while promoting sustainable modes of transport New development needs to be viable but also contribute to transport improvements through s106 agreements and CIL</p>	

Objective 5 – Improve the North Circular Road regeneration area			
	Policy	Justification	Initial Action Plan
<b>T5.1</b>	Improve key junctions to reduce congestion and smooth traffic flow on Brent's road network	To maximise the potential of this regeneration area by enhancing the urban environment and reducing the impact of the north Circular on pedestrian and cycle movement. Smoothing traffic flow will also help improve air quality  Opportunities exist to provide improved accessibility and movement in areas where housing may be removed and relocated. Need to address severance created by NCR by delivering safe, convenient and high-quality crossing places.  Improving the environment and reducing congestion will contribute to a reduction in the impact of poor air quality and high levels of air pollution from traffic.	Work with TfL and GLA to develop plans for NCR bridges, particularly Green Bridge at Neasden.
<b>T5.2</b>	Reduce the negative impacts of severance across the North Circular by promoting bridge links at strategic locations		
<b>T5.3</b>	Create cycle paths and environmental buffers / open space within the area		
<b>T5.4</b>	Implement measures which improve air quality and reduce the negative impacts of pollution		

Objective 6 – Improve Brent’s Town Centres			
	Policy	Justification	Initial Action Plan
T6.1	Provide attractive, safe and secure cycle and walking routes into our town centres	To help make our town centres more attractive, viable and efficient and hence ensure that they are able to compete with other town centres just outside the borough.	Assess LIP scheme proposals against policies and objectives.
T6.2	Provide cycle parking at key town centre destinations		
T6.3	Improve public realm within our town centres	To encourage cycling and walking within our town centres and discourage inappropriate speeds and driver behaviour.	
T6.4	Reduce street clutter and guardrailing in town centres		
T6.5	Implement collision reduction schemes with reduced speed limits where appropriate	To encourage the development of Roads Taskforce typologies (High Street and High Road typologies) to make High Streets places that people want to spend time	
T6.6	Implement measures to improve air quality and reduce the negative impacts of pollution		
T6.7	Undertake moving and stationary traffic enforcement	To create places for people and develop health benefits, safety benefits and increased retail benefits, and meeting the objectives of the GLA town centre SPD. To assist with managing deliveries to retail, encouraging these out of hours	
T6.8	Provide, manage and enforce parking and; facilitate loading activity to allow deliveries to businesses		
T6.9	Implement appropriate parking charges to facilitate a high turnover of spaces for customers.	To contribute to air quality targets and climate change objectives by reducing congestion and maintaining the free flow of traffic, which reduces emissions and pollution	

Objective 7 – Create sustainable, attractive and safe neighbourhoods			
	Policy	Justification	Initial Action Plan
<b>T7.1</b>	Improve road safety within our local neighbourhoods by addressing locations with a poor collision history and providing safer routes for vulnerable users.		
<b>T7.2</b>	Reduce speed limits in our local neighbourhoods to reduce numbers and severities of casualties	To help ensure that our neighbourhoods are sustainable, attractive and safe.	
<b>T7.3</b>	Promote cycling and walking as the default mode for short journeys		
<b>T7.4</b>	Reduce through traffic and encourage HGVs to use appropriate routes.		
<b>T7.5</b>	Ensure that residents are within 400m of a bus stop	To help ensure that the negative impacts of car traffic within our local neighbourhoods is reduced. Sustainable transport assists to reduce congestion and create attractive and sustainable neighbourhoods.	
<b>T7.6</b>	Seek opportunities to increase permeability of streets with contraflow cycle routes and promote filtered permeability where appropriate		
<b>T7.7</b>	Explore opportunities for area-wide reductions in speed limits to deliver road safety and sustainable transport benefits	To help ensure that the use of public transport, cycling and walking within our local neighbourhoods is maximised	
<b>T7.8</b>	Seek opportunities to expand the provision of car clubs and electric vehicle infrastructure		
<b>T7.9</b>	Improve the urban realm and create new crossing places and an attractive urban environment		

<b>T7.10</b>	To undertake moving and stationary traffic enforcement to keep traffic flowing	
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<b>Objective 8 – Support employment locations</b>			
	Policy	Justification	Initial Action Plan
<b>T8.1</b>	Encourage journeys to work are made by public transport where possible	To help ensure that the use of public transport, walking and cycling for work journeys is maximised To help ensure that accessibility to the public transport network for work journeys is as good as possible. To help ensure that bus routes to work destinations are as comprehensive as possible	
<b>T8.2</b>	Work with TfL to improve orbital bus links to employment destinations		
<b>T8.3</b>	Ensure that employment centres are within 400m of a bus stop		
<b>T8.4</b>	Promote best practice for freight through the Freight Operators Recognition Scheme (FORS)		
<b>T8.5</b>	To promote parking management plans for business parks and employment locations		

<b>Objective 9 – Improve safety and personal security</b>			
	Policy	Justification	Initial Action Plan
<b>T9.1</b>	Reduce crime and fear of crime on the street and public transport network	To help ensure that overall accident levels are reduced, and the severity of those accidents is reduced	



<b>T9.2</b>	Manage road speeds through traffic management and enforcement	To help ensure that levels of accidents caused by excess speed of vehicles is reduced	
<b>T9.3</b>	Upgrade and maintain highway assets in a good state of repair	To help ensure that levels of accidents caused by roads in a poor state of repair is reduced	
<b>T9.4</b>	To deploy tools such as CCTV as appropriate	To ensure that where appropriate, segregation of particular road users is implemented in a way which improves the accident record.  To improve the sense of personal security felt by Brent residents	
<b>T9.5</b>	To deliver and maintain adequate street lighting to increase sense of security		

<b>Objective 10 – Support better bus services</b>			
	<b>Policy</b>	<b>Justification</b>	<b>Initial Action Plan</b>
<b>T10.1</b>	Work with TfL to improve the frequency and routing of bus services	To ensure that public transport mode share is increased.	
<b>T10.2</b>	Support service enhancements with infrastructure improvements where appropriate	To ensure that negative impacts of car traffic are reduced.  To ensure that appropriate bus infrastructure improvements are secured to support new developments.	
<b>T10.3</b>	Support improved stop infrastructure to minimise delay and improve passenger comfort and information provision.	To deliver high-quality infrastructure for passengers to increase the comfort and convenience of their end to end journey experience.	

Objective 11 – Improve Brent's Cycle Links			
	Policy	Justification	Initial Action Plan
<b>T11.1</b>	That new cycle routes be developed to address severance and provide good access throughout the Borough	To help improve the cycling mode share in Brent from 1.5% to 5%	
<b>T11.2</b>	That new cycle routes be supported by education, information and awareness building initiatives	To ensure that opportunities for obtaining funding for cycle schemes are maximised	
<b>T11.3</b>	Support Superhighways/Quietways and linkages into the central London Grid / Crossrail for Bikes		
<b>T11.4</b>	Expand Barclays Cycle Hire into south of the Borough		
<b>T11.5</b>	To promote cross-borough cycle links		

## Objective 12 – Improve air quality and contribute towards climate change targets

	Policy	Justification	Initial Action Plan
T12.1	Encourage provision and use of car clubs within the borough	To improve air quality within the borough and reduce the negative health impacts of pollution.	Prioritise actions plans through LIP programme
T12.2	Provide electric vehicle charging points	To contribute towards national and international climate change targets by reducing carbon emissions. To manage the impacts of climate change by mitigating the damaging effects.	Develop and maintain a flood risk management plan for the Borough
T12.3	Develop and promote congestion reduction measures		
T12.4	Promote cycling and walking within the borough		
T12.5	Encourage use of public transport within the borough		
T12.6	Manage flood events and deliver remedial works as appropriate		
T12.7	Promote sustainable drainage systems for new developments and residential driveways.		

