	<b>Cabinet</b> 7 February 2022
	<b>Report from the Strategic          Director of Regeneration and          Environment</b>
<b>Brent Long Term Transport Strategy Review – Draft for          Consultation</b>	

<b>Wards Affected:</b>	All Wards
<b>Key or Non-Key Decision:</b>	Key
<b>Open or Part/Fully Exempt:</b> <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
<b>No. of Appendices:</b>	Two Appendix A: Brent Long Term Transport Strategy Review – Draft for Consultation – February 2022 Appendix B: Equalities Assessment
<b>Background Papers:</b>	None
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## 1.0 Purpose of the Report

1.1 This report provides an update on the work to review the Brent Long Term Transport Strategy 2015-2035 (LTTS) and asks Cabinet to approve the draft strategy for public consultation and wider stakeholder engagement. Following consultation and appropriate amendments, the revised strategy will be brought back to Cabinet for approval to adopt.

## 2.0 Recommendation(s)

2.1 For Cabinet to agree:

- (i) the approach contained within the Draft Brent Long Term Transport Strategy (Appendix A) for delivering improvements to the transport system in the borough to 2041;
- (ii) that the draft strategy undergo a period of public consultation and wider stakeholder engagement during Spring 2022. The consultation will be for a minimum six week period;

(iii) that following comments received during public consultation a revised, final Brent Long Term Transport Strategy will be brought back to Cabinet for approval to adopt in Summer 2022.

### **3.0 Report Detail**

#### **Background**

3.1 The Brent Long Term Transport Strategy 2015-2035 (LTTS) provides the strategic direction for investment in transport in Brent, with the overarching aim of improving transport options for all and to reduce the negative impacts of travel on the borough.

3.2 Since the publication of the LTTS in 2015 some good progress has been made in key areas – particularly in relation to increasing levels of sustainable travel and reducing casualties on our road network. In addition, a range of schemes and initiatives have been implemented aimed at promoting walking and cycling, tackling vehicle emissions and reducing road casualties. Notable achievements over the last five years include:

- An increase in the number of daily trips made by public transport – up from 202,000 in 2016 to 222,000 in 2020. The overall mode share for walking, cycling and public transport has also increased to 69% - one of the highest figures for an outer London borough.
- A corresponding reduction in car ownership, with the number of registered vehicles in the borough down from over 101,000 in 2016 to 97,000 in 2019. At the same time, Car Club membership in Brent has risen from around 4,000 in 2016 to over 10,000 in 2020 – a 150% increase.
- The number of people killed or seriously injured on the borough's roads continues to fall, with 119 such casualties in 2019 – down from 150 in 2016.
- Delivery of over 30 school streets – making the journey to school safer for pupils and significantly reducing people's exposure to harmful vehicle emissions. In addition, resident parking permits are now carbon emissions based, with higher charges levied against petrol and diesel vehicles.
- Installation of over 300 on-street electric vehicle charge points since 2018. Recent data reveals that around 34% of on-street households in Brent are within 5 minutes walk of a public charger.

3.3 Despite these achievements, it is clear more still needs to be done – particularly in respect of reducing the environmental and health impacts of traffic in the borough; and making the transport system in Brent safer and more inclusive. To reflect this and in light of changes to circumstances – most notably the ongoing impacts of the Covid-19 pandemic; as well as the emergence of new national Government, Mayoral and Council policies and priorities, the decision was taken to review the LTTS.

#### **LTTS Structure/Content**

3.4 Details of the structure and content of the draft LTTS are summarised below, with further details provided in the subsequent paragraphs:

- Section 1 introduces the LTTS and establishes the wider policy context for the plan;

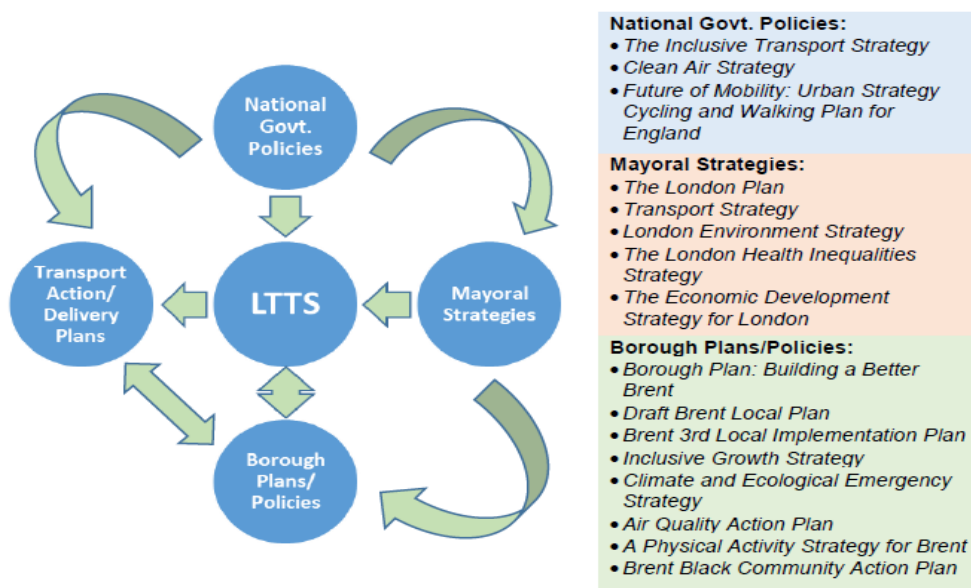
- Section 2 provides an overview of the borough and highlights the main transport problems facing the borough and sets out the overarching strategy aims and objectives;
- Section 3 details the range of measures and interventions to address the various issues and improve transport in Brent;
- Section 4 outlines the monitoring arrangements for the strategy, including details of the various performance indicators and targets.

3.5 An internal officer-level steering group, comprising staff from Spatial Planning, Regeneration, Highways & infrastructure, Public Health, Strategy & Partnerships and Communications & Engagement was established for the purposes of reviewing the LTTS to ensure that the latest developments and policy position across the Council were taken into account. Wide ranging feedback received as part of recent and ongoing consultations, including the Brent Covid-19 Transport Recovery Plan and the Brent Active Travel Programme consultations, have also helped inform the identification and planning of our transport priorities and programmes.

### Section 1: Introduction and Wider Context

3.6 Section 1 serves as an introduction to the LTTS and highlights that the plan does not sit in isolation, but is closely aligned with a wide range of National, Mayoral and borough plans and strategies. These include the London Plan; the Mayor of London’s Transport Strategy (MTS); the Borough Plan; the Brent Climate and Ecological Emergency Strategy; the Brent Inclusive Growth Strategy; and the emerging Brent Local Plan. Figure 1.1, below, provides a summary of the key plans and policies shaping the LTTS and the relationships between these.

Figure 1.1: Plans and strategies shaping the LTTS



### Section 2: Transport Issues and Objectives

3.7 Section 2 of the draft strategy provides background information about and an overview of transport in Brent, including details of infrastructure and services in the borough; along with information on recent travel trends; and a summary of the key problems

currently experienced, as well as potential future challenges and opportunities. It also sets out the overarching strategy aims and objectives.

3.8 Despite some good progress having been made in recent years, there are still considerable challenges to address, including long-standing issues around congestion, poor air quality and road safety; as well as pressing issues such as poor public health, social inequalities and climate change. The Covid-19 pandemic has led to additional challenges, but also provides the opportunity for the Council to explore new ideas. Table 2.1, below, provides a summary of the main challenges and highlights some of the opportunities to address them.

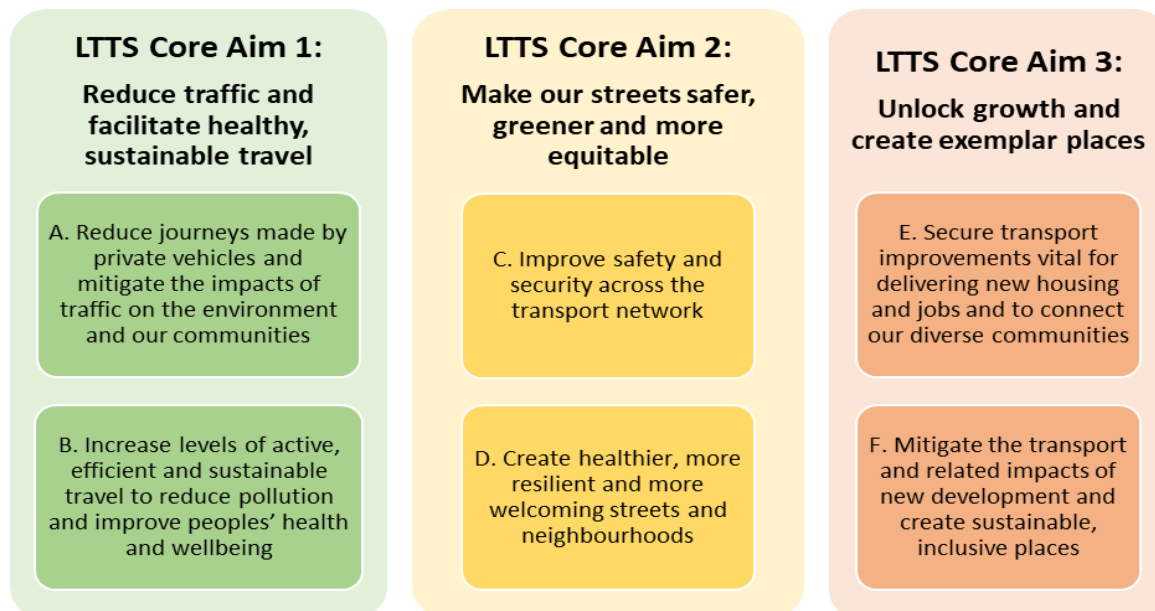
*Table 2.1: Borough transport challenges and opportunities*

<b>Key Challenges</b>	<b>Principal Issues</b>	<b>Key Opportunities</b>
<b>Congestion</b> – ongoing and increasing pressure on borough road network and impact on movement of people/goods	<ul style="list-style-type: none"> <li>• High and rising traffic levels - exacerbated by high levels of car dependency, increasing freight activity and parking pressures.</li> <li>• Forecast population growth/ development will further increase this pressure.</li> </ul>	<ul style="list-style-type: none"> <li>• Significant potential to reduce trips by car and increase bus, cycling and walking trips.</li> <li>• However, need to overcome range of barriers (e.g. low cycle ownership, severance, cultural challenges).</li> <li>• Increasing availability of tools/mechanisms to improve efficiency of deliveries and servicing.</li> </ul>
<b>Air Quality</b> – impact on local environment and health of population due to vehicle emissions	<ul style="list-style-type: none"> <li>• Borough suffers from poor air quality – large parts designated as an Air Quality Management Area (AQMA) and Air Quality Focus Areas (AQFAs).</li> <li>• Motor vehicles responsible for 49% of NOx emissions, 33% of PM2.5 emissions and 30% of PM10 emissions in Brent.</li> </ul>	<ul style="list-style-type: none"> <li>• The introduction of tighter emission standards and the expansion of the London Ultra Low Emission Zone (ULEZ) and upgrading of the TfL bus fleet provide significant opportunities to improve air quality in parts of the borough.</li> </ul>
<b>Climate Change</b> – Global warming resulting from high levels of carbon emissions from transport	<ul style="list-style-type: none"> <li>• Transport emissions have not changed significantly over time, with a decrease of only around 55 kilo tonnes CO2 achieved since 2005.</li> </ul>	<ul style="list-style-type: none"> <li>• The Council declared a Climate Emergency in 2019 and has set ambitious targets to achieve net zero carbon emissions from transport in Brent by 2030.</li> <li>• Increase in regulatory and fiscal incentives to support the transition to low/zero emission vehicles.</li> </ul>
<b>Public Health</b> – low levels of activity and high levels of obesity amongst parts of the population	<ul style="list-style-type: none"> <li>• Obesity is a considerable concern for public health - 55% of Brent's adult population are overweight, 34% of whom are classified as obese with a chronic lack of physical activity. 28% of Brent children in reception are overweight, 14% of whom are classified as obese.</li> <li>• By 2050 levels of obesity are projected to reach 50% of the adult population in Brent.</li> </ul>	<ul style="list-style-type: none"> <li>• Implementing safe, convenient, efficient and attractive infrastructure conducive to cycling and walking will help facilitate greater levels of active travel and help address issues around poor physical health and improve peoples' mental wellbeing.</li> <li>• A key opportunity that could benefit the borough's residents is TfL's plan for a London-wide strategic cycle network which, when completed, will place 70% of Londoners within 400 metres of new, high quality, safe cycle routes.</li> </ul>

Key Challenges	Principal Issues	Key Opportunities
<b>Road Safety</b> – high number of casualties on the transport network	<ul style="list-style-type: none"> <li>Reducing casualties on the borough’s road network remains a major task, with high number of pedestrian, cyclist and PTW casualties a cause for concern.</li> </ul>	<ul style="list-style-type: none"> <li>Adopting a ‘Vision Zero’ approach, with a focus on achieving safe speeds; safe streets; safe vehicles; and safe behaviours provides the best opportunity to significantly reduce casualties on the borough road network.</li> </ul>
<b>Connectivity</b> - lack of public transport links to and within parts of the borough and the fragmented nature of the borough’s cycling and walking links	<ul style="list-style-type: none"> <li>Public transport network focussed around radial routes to and from Central London with limited east-west and orbital connectivity.</li> <li>Severance caused by major infrastructure (e.g. roads, railways, waterways) acting as a barrier to people wanting to cycle or walk more.</li> </ul>	<ul style="list-style-type: none"> <li>New public transport links proposed (e.g. West London Orbital, new/enhanced bus services) to improve cross borough/sub-regional transport links.</li> <li>TfL providing significant investment in improving conditions for cycling/walking, including roll-out of cycle super highways and healthy streets corridors across London.</li> </ul>
<b>Accessibility</b> - lack of cheap, reliable, easy to use alternatives to car use for journeys not possible by foot/cycle	<ul style="list-style-type: none"> <li>Cost/availability of public transport services and facilities in some parts of the borough an issue – particularly for those on low incomes, the elderly and disabled.</li> <li>Problems compounded by lack of step-free access and staff presence at stations; lack of wheelchair space on buses; lack of/unclear travel information; and poorly lit/badly maintained infrastructure.</li> </ul>	<ul style="list-style-type: none"> <li>New developments, especially in key growth areas and around transport hubs will provide opportunities to address issues of station overcrowding/secure step-free access.</li> <li>Improvements to the design of passenger vehicles, transport infrastructure and the wider public realm; along with improved journey planning tools will enable spontaneous/independent travel for many disabled and older people.</li> </ul>

3.9 The draft LTTS contains six objectives – grouped under three core aims (see Figure 3.1, below). These have been formulated based on the various challenges and opportunities identified above and to take account of key national, Mayoral and borough policies and priorities. The objectives have a lifespan to 2041, to reflect the timeframe of the Mayor of London’s Transport Strategy (MTS). Information on how the individual objectives relate to key Mayoral priorities and outcomes and Brent’s Borough Plan vision and priorities is outlined in Annex A to the draft strategy.

*Figure 3.1: Proposed LTTS Aims and Objectives*




3.10 Given the range and scale of transport and related challenges facing Brent, the strategy aims and objectives are considered to be of equal importance. However, from a geographic perspective there are certain areas of the borough where some elements of the strategy require particular emphasis. For example, measures aimed at reducing traffic, tackling congestion and improving air quality will be implemented throughout the borough. However, there will be a particular emphasis in our town, district and local centres and outside schools. Special attention will also be paid to Brent's Air Quality Management Area, with particular focus on those localities identified as Air Quality Focus Areas, due to high levels of exposure to poor air quality in these zones. Table 2.2 on page 17 of the draft strategy provides further details of the main geographical priorities.

### Section 3: High-Level Delivery Plan

3.11 The High-Level Delivery Plan in section 3 sets out the types of measures and interventions that the Council and its partners will focus on delivering over the short, medium and longer-term to address the various transport and related challenges and to meet the strategy objectives. It also provides details of how these might be funded; and highlights the key role our communities will play in shaping projects, including the need to actively engage with residents and those groups who may be affected by them, at all stages of their development.

3.12 Annex B to the draft strategy provides details of the range of measures and interventions that are proposed in the High-Level Delivery Plan, together with an indication of delivery timeframes and likely costs. Information on our proposed approach to delivery and how schemes align with the LTTTS aims and objectives is also set out. The projects and schemes listed are not exhaustive, but represent a snapshot of the types of options that are available to the Council. Table 3.1, below, provides a summary of key delivery plan measures and interventions.

Table 3.1: Proposed LTTS Delivery Plan Measures and Interventions

Reduce traffic and facilitate healthy, sustainable travel	Make our streets safer, greener and more equitable	Unlock growth and create exemplar places
Implementing new/improved cycling and walking infrastructure	Implementing targeted road safety improvements/casualty reduction measures	Securing new bus and rail links/services to the borough's growth areas
Developing/monitoring sustainable travel plans for schools, businesses and new developments	Implementing further 20 mph zones	Securing additional capacity on key rail services/bus routes
Expanding Borough-wide 'Safer and Healthier Travel in Brent' programme	Expanding our road safety education/training programmes	Securing capacity enhancements at several key stations
Facilitating uptake of low/zero-emission vehicles	Trialling new/innovative road safety measures	Securing step-free station access improvements
Introducing selective vehicle management/control measures	Introducing CCTV cameras, improved street lighting and other security measures	Exploring the potential for demand-responsive bus services
Maximising potential of technology/ intelligent transport systems	Developing a high-quality street environment/public realm	Maintaining/enhancing the Borough's bespoke travel services
Developing a Delivery and Servicing Action Plan	Installing new/upgrading existing crossing facilities	Continuing the bus stop accessibility improvements programme
Securing further bus priority improvements	Expanding the provision of 'green' infrastructure	Implementing new/improved dedicated cycling and walking links to key destinations
Providing real time passenger information	Implementing timely carriageway and footway repairs/resurfacing	Ensuring that all new developments provide for active, efficient and sustainable travel as an integral part of the development proposal
Expanding existing shared mobility solutions (e.g. car clubs, e-bikes)		Requiring all significant new developments to be underpinned by a robust Transport Assessment
Exploring the potential for introducing a workplace parking levy		
		

- 3.13 Further details of the specific schemes and measures to be implemented, the locations for these, and the timescales for and costs of delivery will be set out in a series of linked Action/Delivery Plans which will be developed over the next few years. These include an Active Travel Implementation Plan; an Electric Vehicle Charge Point Delivery Plan; and an Air Quality Action Plan.
- 3.14 Funding for implementing the Delivery Plan is expected to come from a range of sources, including from Central Government, the Mayor and Transport for London, the Council and developers. The Covid-19 pandemic and subsequent impact on government finances is likely to result in funding pressures in the short-medium term, with the need to prioritise spending and explore new sources of funding. A summary

of the principal funding sources available to the Council is set out in Table 3.1 on page 34 of the draft strategy.

- 3.15 The Council commits to working closely with Brent's diverse communities at various stages of scheme development and implementation, to ensure that proposals bring about tangible benefits to those areas in which they are introduced and fully address residents' concerns and meet their aspirations. Whilst the approach to engagement will vary depending on the type of scheme proposed, as agreed by Cabinet on 17 January 2022, a future approach to developing and delivering Healthy Neighbourhood and School Streets schemes is to be agreed before any new schemes are proposed.

#### **Section 4: Performance Management and Monitoring**

- 3.16 Section 4 sets out the proposed performance management and monitoring arrangements - an important element of the LTTS and one which will contribute to understanding progress in delivering the strategy objectives. It details the key performance indicators and targets which the Council and its partners will work towards over the lifetime of the plan, including:

- Increasing walking, cycling and public transport mode share to 80%;
- Increasing the percentage of people doing at least 20 minutes of active travel a day to 70%;
- Achieving a 10% reduction in car ownership and the volume of traffic on our roads;
- Achieving net zero CO<sub>2</sub> emissions; and reducing NO<sub>x</sub> and particulate emissions significantly;
- Eliminating all deaths and serious injuries from road collisions; and reducing the total number of pedestrian, cyclist and PTW casualties by 80%;
- Increasing the proportion of residents who have access to frequent public transport services and a safe and pleasant cycle network.

- 3.17 The LTTS will be closely monitored to ensure delivery remains on track, with progress towards the various targets and indicators reported each year. A wider review of the LTTS, including plan objectives and targets/indicators will be carried out every five years.

#### **4.0 Financial implications**

- 4.1 A key source of funding for implementing many of the measures in the Delivery Plan is TfL's Healthy Streets funding allocation, which comprises a range of formula, discretionary and strategic funding programmes. However, the Covid-19 pandemic has resulted in TfL facing acute funding pressures, which are likely to continue in the short-medium term. As a result, the Council will need to prioritise spending and explore new sources of funding. A summary of the principal funding sources is set out in Appendix A.
- 4.2 Costs associated with the development, publication and ongoing monitoring of the LTTS, as well as for planned consultation/engagement, will be met through existing staff budgets.



## **5.0 Legal Implications**

5.1 Consultation should be carried out in accordance with the, so called, “Gunning Principles”, namely:

- Consultation must be undertaken when proposals are still at a formative stage;
- Sufficient reasons for any proposal must be provided in order to allow proper and intelligent consideration and response;
- Adequate time must be given for consideration and response;
- The decision maker must give conscientious consideration to the response.

## **6.0 Equalities Implications**

6.1 The public sector equality duty set out in Section 149 of the Equality Act 2010 requires the Council, when exercising its functions, to have due regard to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, and to advance equality of opportunity and foster good relations between those who share a protected characteristic and those who do not share that protected characteristic. The protected characteristics are: age, disability, gender, reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

6.2. An equalities assessment of the draft strategy has been undertaken and is included in Appendix B to this report.

## **7.0 Other Implications**

7.1 There are no other direct implications arising from this report.

## **8.0 Proposed Consultation with Ward Members and Stakeholders**

8.1 The consultation will include engagement with Members, various stakeholder groups and the wider public. A Consultation and Engagement Plan is currently being finalised setting out our approach to consultation. This will include proposals for:

- A Member and stakeholder workshop at a future meeting of the Active Travel Forum, including a presentation and opportunity to comment on the draft LTTS.
- An online questionnaire via Citizen Lab.
- Contacting stakeholder organisations, including statutory stakeholders, partner organisations, community and interest groups with information on how they can comment on the draft LTTS and an offer to meet. A particular focus will be placed on actively engaging with those groups and individuals who are either silent or under-represented in consultation exercises.
- Publicising the consultation via social media, the Brent Council website and other media outlets, as appropriate.

8.2 Feedback received during the consultation process will be analysed and, where appropriate, incorporated into the final LTTS to be published in Summer 2022.

**Report sign off:**

***Alan Lunt***

Strategic Director of Regeneration and Environment