



Old Oak and Park Royal – towards active travel?

Full Report

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Executive summary

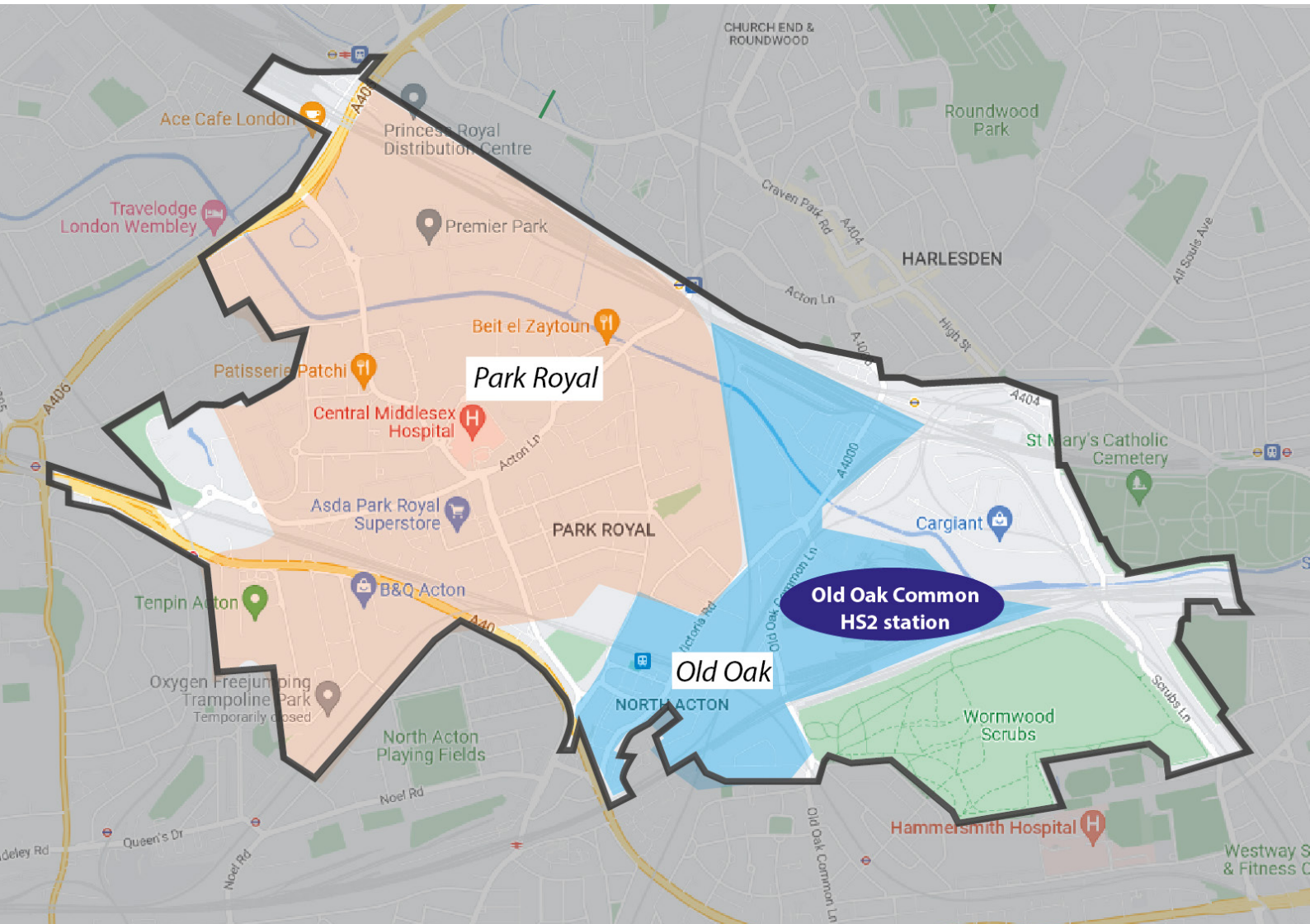
- The Old Oak and Park Royal Development Corporation (OPDC) is committed to the London mayor's sustainable transport targets and the need to enable active travel. Achieving this involves several challenges, including a lack of early funding; fragmented control of planning and highways across OPDC and three boroughs; and more generally, the need for extensive collaboration across a large range of stakeholders.
- This research highlights OPDC's general need for more funding for active travel infrastructure from central government or London agencies. Specific projects with relatively modest costings are identified that are especially vital for facilitating active travel.
- Governance integration would be improved by establishing a single infrastructure steering group including OPDC and local authorities; publishing detailed infrastructure plans to ensure effective planning, collaboration and accountability; and seeking London-wide mandates of support for cross-borough schemes.
- Additionally, local authorities should have discretion to make reasonable adjustments to national infrastructure plans, such as HS2, to ensure that their implementation reflects the latest standards and best practice for active travel measures.

Introduction

This research assesses governance and policy in London for enabling 'active travel', such as cycling and walking. Active travel is an important component of sustainable transport, together with public transport. The Mayor of London has set an overall target of 80% of people in London travelling by sustainable transport by 2041 (GLA, 2018). Given the climate emergency and dangerous levels of air pollution in the city, achieving the target is crucial.

A range of political authorities and organisations have a role in shaping and delivering policy for active travel in London. We assess the effectiveness of these arrangements, with a focus on the major redevelopment project around Old Oak Common Station, a new interchange between High Speed 2 (HS2) and the new Crossrail. The area also includes the neighbouring Park Royal industrial area. The regeneration project is being planned and managed by Old Oak and Park Royal Development Corporation (OPDC) established by the London Mayor in 2015. The OPDC area straddles three local authorities: the boroughs of Hammersmith and Fulham (H&F), Ealing, and Brent. The updated OPDC 2022 Local Plan proposes around 20,000 new homes and 36,000 new jobs on the 650-hectare site, during 2018 – 2038 (OPDC, 2022a). This research focuses on the development of infrastructure for active travel within and around OPDC, as a vital factor in achieving sustainable transport goals.

Figure 1: The Old Oak and Park Royal Development Corporation area



As a Mayoral Development Corporation (MDC), OPDC has several roles and powers including:

- Actively working with the public and private sector to develop land and attract investment.
- ‘Development control’ powers to grant or refuse planning applications and request financial contributions from developers towards public infrastructure.¹ OPDC has delegated its development control powers to Ealing in respect of most major applications at North Acton, and more minor ones elsewhere in that Borough.²
- Powers to develop plans for the area.

OPDC are not, however, a highways authority: control over highways remains with local authorities. OPDC has a remit to work in partnership with highways authorities to spend developer contributions for highways. Since active travel depends, to a large extent, on the suitability of the highways network, delivering both requires planning and highways authorities to work together effectively.

¹ UK planning authorities typically request funds from developers through specific, case-by-case agreements based on the Section 106 of the Town and Country Planning Act 1990, and can also use a Community Infrastructure Levy (CIL) applied across the community. Neither OPDC nor Ealing has chosen to introduce a CIL regime to date, although OPDC now propose to consult on such a framework in late 2022.

² Planning powers were delegated to Ealing at the borough’s request, when OPDC was formed. OPDC have retained planning powers in North Acton in relation to the major One Portal Way development, due to its importance and scale.

Transport for London (TfL) is the highways authority for some roads within the OPDC boundary.³ This means there are many stakeholders involved at local, regional and national levels, including boroughs, TfL, the London Mayor’s office, national rail companies such as HS2 and the UK government.

Through the above powers, the development corporation has a major opportunity to develop a coherent vision for the area. The boroughs have varied demographics and cultures, including a wealthy inner London borough (H&F) with higher levels of cycling, and less wealthy, more car-dependent outer London boroughs (Ealing, Brent). Partnership working with boroughs is described below, and includes OPDC board membership arrangements, regular meetings, and project collaboration. In terms of basic alignment with stakeholders, OPDC starts from a position of relative strength: all boroughs have Labour Party majorities that are broadly supportive of the active travel agenda. However, working with three highways authorities compounds the challenge of a highways/planning split further. OPDC aims to achieve the Mayor’s sustainable transport targets across these boroughs, which the GLA have broken down into sub-targets, as shown in Table 1 below.

Table 1: Sustainable transport sub-targets by borough (GLA, 2021)

		2016	2041
Walking, cycling and public transport % mode share by borough resident based on average daily trips	Hammersmith & Fulham	81	89
	Brent	65	78
	Ealing	63	76
Percentage of residents doing at least two x10 minutes of active travel a day by borough	Hammersmith & Fulham	43	70
	Brent	30	70
	Ealing	30	70
Percentage of population within 400m of strategic cycle network by borough	Hammersmith and Fulham	~	90
	Brent	~	79
	Ealing	~	69

For this research we spoke with 20 stakeholders in 17 interviews, including staff at OPDC, boroughs, TfL and HS2, as well as representatives of community and cycling campaign groups.

The task for OPDC

The regeneration of the OPDC area is a vital opportunity for achieving an improved walking environment and new cycle routes. With the 80% target and the need for developing active travel infrastructure in mind, OPDC has faced the following issues:

- A poor walking and cycling environment, with all major roads lacking sufficiently wide, dedicated cycle lanes.
- The industrial character of the area, with many heavy goods vehicles passing through.
- Physical barriers, including railway tracks, railway bridges, the Grand Union Canal, and large A-roads to the west and south.
- Difficult junctions for cycling at the A40 crossing and the centre of Park Royal.

³ A-roads along the south (A40) and west (A406) of the site.

- The current main cycle route into central London is a canal towpath with limited capacity and safety issues (especially for women at night).
- Few high-quality cycling routes extending beyond OPDC’s boundaries.
- Many private roads in Park Royal, some with uncontrolled private car parking, requiring costly improvements to achieve an ‘adoptable standard’ whereby ownership can be transferred to the Highways Authority.
- Parts of OPDC currently have low PTAL (public transport accessibility level) scores. These include areas of new residential development (near Old Oak Common Station, under construction for the 2030s, and along Scrubs Lane) and areas within Park Royal industrial estate.
- Early transport modelling found that roads are already at capacity (OPDC, 2016), and further car traffic could lead to problems with congestion and inappropriate car parking.
- Changes in the elevation of the ground throughout the area.

Addressing such challenges and the need for improved infrastructure requires significant financial provision. In contrast with Urban Development Corporations of the 1980s which received land and capital grants, OPDC currently has little capital funding.⁴ After the loss of a major development site, owned by the used car dealership Cargiant, OPDC’s application for a £250m government infrastructure grant contingent upon the original local plan also fell through. Based on expected receipts, there is currently a funding gap for active travel infrastructure provision. OPDC is in the process of looking for new funding opportunities, as further discussed below.

OPDC’s *Infrastructure Delivery Plan* (OPDC, 2021) provides a break-down of the funding status for achieving this plan:

Table 2: Status overview of infrastructure costs. From OPDC (2021)

Status	Cost
Delivered or funding committed (largely from HS2 funding)	£1,347,650,000
Specific funding expected (developer, service provider or shared cost)	£145,410,000
Necessary and unfunded (s106/ CIL or other sources such as grants)	£347,060,000
Desirable and not yet funded	£296,200,000
<i>Total</i>	£2,136,320,000

The total expected infrastructure cost is £2.14bn, which includes £1.3bn for Old Oak Common Station. The *Infrastructure Delivery Plan* distinguishes between ‘necessary’ and ‘desirable’ infrastructure projects. In addition to Old Oak Common Station, £540.12m of necessary infrastructure is required, with transport accounting for the largest proportion of costs. Of this, £347.06m is currently ‘unfunded’, needing to be covered by ‘developer contributions or other sources.’ These costs are listed in table 3 below. OPDC forecasts that, with a 50% rate of affordable housing⁵, after developer contributions, the funding gap would be approximately £153 million.

4 The funding secured by OPDC so far is a £50m loan from the GLA’s Land Fund to support early delivery of new affordable homes.

5 The overall social housing target is divided into 70% intermediate housing and 30% social rent. The Oaklands Rise development, developed by a housing association, included 40% social housing. The Mayor of London currently requires 35% social housing in order to be eligible for the Fast Track Route for development. Lower levels of social housing tend to mean greater profits for developers, and contributions towards infrastructure.

Table 3: Estimated costs of necessary but unfunded infrastructure

Infrastructure type	Cost	Break-down	Cost
Rail and bus	£114.48m	Station accessibility upgrades	£86.48m
		Bus routes and infrastructure	£28m
Roads (incl. pedestrian, cycling and green infrastructure along roads)	£64.43m	Enhancements to existing routes and junctions	£41.28m
		Other junctions	£6.57m
		New routes	£8.03m
		Crossings	£8.55m
Other pedestrian and cycle infrastructure	£80.68m	Route creation/enhancement	£21.76m
		Crossings	£32.99m
		Bridges	£24.8m
		Signage	£1.13m
Other	£87.47m	Green infrastructure	£24.85m
		Utilities (e.g. new energy substations)	£23.9m
		Social infrastructure (e.g. schools and community centres)	£38.72m
Total			£347.06m

This funding gap raises the question of if and when some active travel infrastructure described as ‘necessary’ will be funded. OPDC staff anticipate that projects such as the creation of protected cycle tracks will be carried out gradually as developer contributions are made. They expect to need some additional funding from central government or TfL for station upgrades, which are particularly costly. However, TfL and neighbouring boroughs are under significant funding constraints. TfL have suffered a loss of ticket receipts due to the Covid pandemic. Government subsidies of approximately £5bn between the start of the pandemic and mid-2022 failed to cover all the shortfall.⁶ Furthermore, central government funding agreements with TfL are relatively short-term in nature compared with other European countries, which makes it difficult to plan for the long term. As well as having implications for active travel infrastructure within the OPDC area, this funding situation also raises the question of how far connections beyond OPDC will be achieved. Boroughs rely partly on TfL funding to deliver routes, and TfL itself manages the Strategic Cycle Network across London, coordinating across borough boundaries, including via their community partnerships team. The Grand Union Canal is being promoted by OPDC as an important commuter route into central London, but this is a shared walking and cycling leisure route rather than a dedicated cycle path. TfL have been promoting a new cross-borough cycle route (Cycle Future Route 23), which is intended to run through Wembley, Harlesden, Shepherd’s Bush, and Kensington into central London, thereby connecting OPDC to neighbouring areas as well as central London.

⁶ The funding secured by OPDC so far is a £50m loan from the GLA’s Land Fund to support early delivery of new affordable homes.

Progress so far

OPDC's revised Local Plan was adopted in June 2022. This is a substantially modified version of the Local Plan submitted for Examination in October 2018, after the focus of development shifted westwards away from the Cargiant site.⁷ Construction of the HS2 station has started, and rail services at the HS2 station are expected to start between 2029-33 (House of Commons Transport Committee, 2021). The design of the Old Oak Common Station urban realm, including the forecourt (discussed below) has recently been approved. The proposed Old Oak Common Lane Overground station, near the future HS2 station, is currently unfunded and described as 'desirable' rather than 'necessary' (OPDC, 2021).⁸

Property development has already started within OPDC, with high densities reflecting ambitious housing targets. A cluster of development has arisen around North Acton (with Ealing having delegated planning powers). The Oaklands Rise development near the future HS2 station has been completed, and further development is underway along Scrubs Lane (both areas with low PTALs). OPDC state that over 7,000 homes have been built or are in the "planning pipeline" (OPDC, 2022b). OPDC have mandated low/zero private car parking in their developments, although non-permitted, on-road parking has been reported at Oaklands. The streets within OPDC remain largely unchanged. Two cycle routes have been completed along the border of the OPDC area: a TfL route along a section of the A40, and a TfL London Streetspace Route⁹ that passes along Wormwood Scrubs. OPDC and Ealing are collaborating on a project to improve the public realm in North Acton using developer contributions, where they have a dedicated consultancy team. However, these designs are being decided upon after development has already occurred. OPDC are also exploring with TfL an upgrading of the North Acton A40 crossing for cyclists.

OPDC has extensive arrangements in place to promote collaboration with boroughs, TfL, and other stakeholders. OPDC's board includes the council leaders from the three host boroughs.¹⁰ It meets regularly with senior officers and politicians, with 'tri-borough' meetings every 1-2 weeks. OPDC also collaborates with boroughs on a project basis. They have partnered with Ealing Council in North Acton; with Harlesden Neighbourhood Forum to develop their plans along the edge of Harlesden on issues including transport, business, and housing; and with Park Royal businesses via a local business group and Infrastructure Summit, addressing issues such as mobility, broadband and power. Old Oak Neighbourhood Forum has the power to prepare a neighbourhood plan for a 22-hectare area within OPDC.

7 The overall social housing target is divided into 70% intermediate housing and 30% social rent. The Oaklands Rise development, developed by a housing association, included 40% social housing. The Mayor of London currently requires 35% social housing in order to be eligible for the Fast Track Route for development. Lower levels of social housing tend to mean greater profits for developers, and contributions towards infrastructure.

8 The proposed station would be part of the West London Orbital rail line, for which a second feasibility study has recently been approved.

9 The TfL Streetspace for London programme provided funding for new protected cycle lanes, extended pavements and low-traffic neighbourhood schemes during the coronavirus pandemic, delivered in partnership with boroughs.

10 The board comprises a chair, eight outside experts, the three local council leaders, and two leaders of local organisations.

Towards active travel?

In addition to funding shortfalls, efforts to achieve high levels of active travel within the OPDC area face several further policy challenges and opportunities.

Working with highways authorities and other stakeholders

One potential limitation of development corporations is their arms-length separation from highways authorities, and the latter's associated powers and expertise. OPDC have established positive working relationships with borough councils. However, collaboration has sometimes been sub-optimal. A case in point is the design of two interrelated programmes. One is the new HS2 station forecourt (part of the 'Old Oak Common Station urban realm'). The other is the design of the adjoining Old Oak Common Lane (OOCL), and the railway bridges crossing this. The forecourt was initially designed in 2018 in close partnership with OPDC, based on the then-assumption that OOCL would not have any segregated cycle lanes. After this, HS2 applied to modify railway bridges over OOCL, but Ealing Council objected to these plans as the bridges would not be wide enough to allow for a segregated cycle lane in the future. Modified plans, allowing for a single, segregated two-lane cycle path along OOCL, were approved in 2020. The forecourt layout was then approved in 2022, although based largely on the 2018 design which HS2 were under no obligation to change. The forecourt planning application was subject to criticism from H&F Council (LBHF, 2022) and Ealing Cycling Campaign (2022), due to poor integration with the road network as well as conflicts between pedestrians and cyclists.¹¹ It is arguable these issues could have been avoided if stakeholders had agreed on the layout for OOCL first. This highlights both the importance of an early, collaborative focus on highways, and the value that borough officers and campaigners can bring in terms of aspirations and expertise.

Generally, borough officers include various specialists, including expert cycling teams and engineers, that currently have little engagement with OPDC on their plans. It is up to both OPDC and boroughs to ensure effective collaboration. The latter lack teams dedicated to OPDC, which makes it more difficult to ensure that all relevant experts are engaged. Moreover, transport experts within boroughs can sit within different departments (such as highways and planning), and do not always work closely on any given project. This seems to be an opportunity to enhance collaboration. A borough cycling officer suggested a single infrastructure steering group for OPDC and all three OPDC boroughs.

11 Since 2020, proposals have been for a single, two-lane cycle path along Old Oak Common Lane (OOCL), which switches sides in front of the station. The forecourt area itself has a planned cycle route along its northern access road and southern boundary. The northern route does not connect to the OOCL cycle path, nor does it connect clearly to the station or cycle parking facilities. The southern route shares various points with pedestrians, thereby failing to meet current national standards (LTN 1/20). Ealing Cycling Campaign argue that cyclists are likely to prefer cycling along pedestrian routes rather than cycle lanes in some cases. An interviewee also criticised the provision of 550 cycle parking bays (in comparison to Cambridge's 2000), and the positioning of the cycle hub far from the entrance to the station.

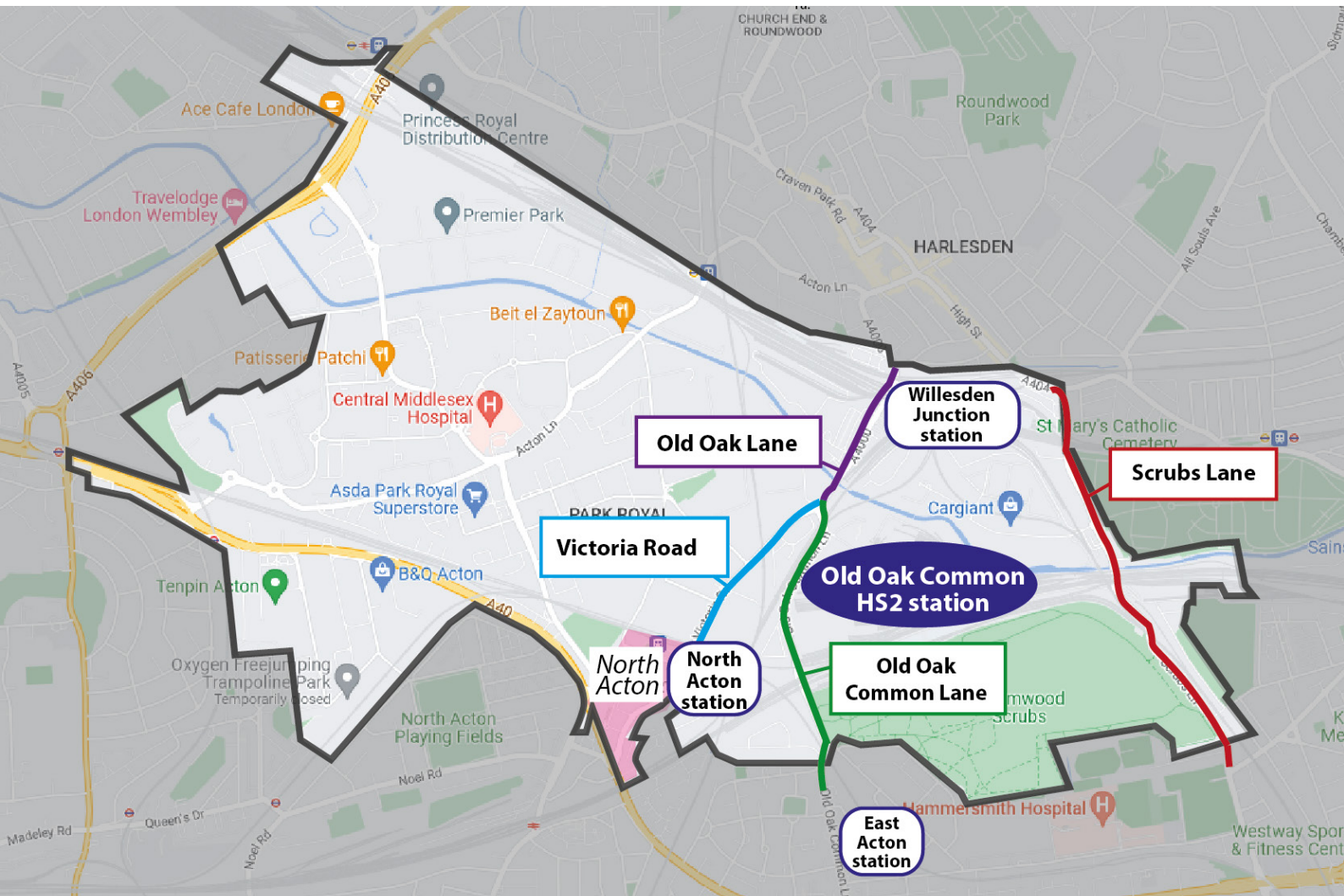
Active travel plans and designs

The forecourt issue illustrates the drawbacks of trying to determine project plans without detailed designs for the existing road network. There are currently no public, detailed designs for upgrading and delivering new active travel infrastructure throughout OPDC, including for bridges where required. With the modified local plan now approved, there is now an opportunity to translate this broad vision into a detailed one. An early focus has the benefit of ensuring road designs are integrated with, and not limited by, future development. For example, North Acton has been heavily developed after Ealing Council was granted delegated powers. Only now is the public realm being upgraded in collaboration with OPDC, after building designs and layouts have been determined. Making detailed plans public would improve accountability, inviting input such as that provided by Ealing Cycling Campaign (2022) noted above. Many organisations, including OPDC, have significant staff turnover, and mapping routes could help mitigate the loss of knowledge arising from this.

Funding and the timing of infrastructure investments

Developments are being completed before basic investments in highways and the public realm are made, including in areas with poor public transport accessibility (e.g. Oaklands and along Scrubs Lane). Highways upgrades to make active travel easier are expected much later, after residents move in. As explained above, current arrangements mean that these can only be funded by developer contributions after units are sold. Opportunities to ensure that new residents take up sustainable travel habits as they move in (Clark et al. 2014) are therefore in danger of being missed.

Figure 2: Major routes through Old Oak, and nearby stations



Although the local plan has taken some time to finalise, active travel infrastructure on some key routes could still have been provided, where this would have been especially beneficial before major residential development was completed. These cycle routes that have not yet been delivered include connections to stations in the north and south. Scrubs Lane also goes down to Westfield shopping centre and is part of the proposed Cycle Future Route 23, the extension of which is already in the design stage by Hammersmith and Fulham. Table 4 lists these routes, with information about expected costs and timeframes from the OPDC infrastructure delivery plan.

Table 4: Cost estimates for major routes through Old Oak

Road	Enhancements	Timeframe	Costs
<i>Old Oak Lane and Victoria Road</i>	Improved routes, including segregated cycle lanes on Victoria Road and ‘where possible’ on Old Oak Lane	6 – 20 years	£6.33m
<i>Old Oak Common Lane</i>	Improved routes, including segregated cycle lanes	11 – 20 years	£4.43m
<i>Scrubs Lane</i>	Improved routes, including segregated cycle lanes	0 – 20 years	£4.52 (over £1m funded)
<i>North Acton area</i>	‘New and improved walking and cycling infrastructure’	0 – 10 years	£6.69m (over £3.5m funded)

These measures require £22m of funding. The unfunded aspects are part of the overall £347.06m unfunded, necessary infrastructure costs. Such upgrades need to be coordinated with HS2 construction traffic, and their work on railway bridges on Old Oak Common Lane. OPDC currently lack the funds for these works. With the exception of North Acton, where a public realm design project (funded by developer contributions) is already underway, the expected timeframes on these projects are up to 20 years due to current lack of funding. This is unfortunate, given the importance of these routes for active travel. There are various hypothetical options for funding. Development Corporations of the 80s-90s had up-front capital grants, including funding the Docklands Light Railway, but as noted, OPDC lost its £250m capital grant after its initial plans fell through. One highways authority argued that they would have pushed for active travel infrastructure with greater urgency than OPDC, for example using up-front Section 278 funding.¹² However, individual developers would be unlikely to fund £4-6m projects in this way. It is important that OPDC prioritise early funding for key routes. OPDC are exploring the option of government loans. Indeed, green financing is being made available by government (Local Government Association, 2022), or being granted land for development to invest profits locally.

¹² Highways authorities can request funding for alterations to the highway, including up-front funding, under section 278 of the Highways Act 1980.

Cross-borough cycle lanes

Local councils are highways authorities for most roads across London, as is the case in OPDC. Hence, the governance of roads in London is split across 33 local authorities, with varying levels of motivation towards the active travel agenda, typically dependent upon which political party has overall control of the council. Regarding plans for the aforementioned cross-London cycle route going through the OPDC area into central London (CFR 23), councils in two areas have failed to implement the planned routes. The Wembley to Willesden Junction section in Brent is being redesigned, with a likely use of less ambitious measures, partly due to a local response (and likely also funding issues).¹³ The Holland Park Avenue scheme in Kensington and Chelsea was not implemented, creating an east-west gap in the cycle network between Shepherd's Bush and central London. Overall, this fragmented borough-level governance makes creating connected cycle routes more challenging.

Cycle routes are more likely to succeed if there is some general local agreement – if not consensus – about the desirability of action. Without this, detailed proposals are more likely to encounter opposition. Cohen et al. (2021) recommend using dialogue to establish a mandate for new routes based on agreed principles, before applying those to specific interventions. For cycle routes, for example, this could include minimum quality standards, or connection to identified nodes of importance. Such principles could underpin support for a London-wide cycle network as well as local initiatives. TfL's prioritisation of cross-borough routes stems from its Strategic Cycling Analysis (2017), which remains the main basis for London's proposed network. It should be noted that two interviewees questioned TfL's prioritisation of radial cross-borough routes over local routes, in terms of the value gained from funding. However, following their Strategic Cycling Analysis, TfL continue to focus on negotiating a London-wide network.

Community engagement

As OPDC's work progresses, the need to establish and maintain public support for active travel measures can be expected to become increasingly important. There has already been vocal opposition to access improvements and enhanced pedestrian and cycle routes through Wormwood Scrubs Park. The way community engagement is carried out can be critical to the success of active travel schemes such as cycle routes. For example, rushed community engagement on Low Traffic Neighbourhoods led to poor outcomes in many cases (Cohen et al., 2021). Community opposition, for example to the removal of car parking spaces, can be amplified by fears and misinformation about potential negative impacts, or misunderstanding of the details of a scheme (such as road layouts, likely impacts, or the use of temporary measures). When such opposition appears to have gained momentum, councils, in particular elected councillors, may feel unable – or politically unwilling – to push back.

TfL also recommend engagement with local citizens in the design of schemes, which helps ensure designs are acceptable. This is being done in Brent's Healthy Streets scheme from Wembley to Willesden Junction, a reimagining of a proposed section of Cycle Future Route 23 that lies to the north of OPDC. However, if less ambitious measures are preferred, a possible conflict with recent national standards (such as the new LTN 1/20¹⁴) must be noted. HS2 have appointed Independent Design Panels to provide non-binding feedback on designs, made up of leading professionals and academics. However, these panels appear to lack local experts (HS2 2020a). On the forecourt design, one can see large differences between the positive impressions of the design panel (HS2, 2021) in comparison with local responses noted above. Design input should, therefore, ideally include locally embedded expertise.

13 Phase 1 of CFR23 is now likely to be a scaled back main road cycling route between Sylvia Gardens on the north side of the A406 and First Drive on the south side of the A406, augmented by 'Quietway' style routes north to Wembley and south to Harlesden town centre.

14 LTN 1/20 is the national standard providing detailed guidance to local authorities on delivering high quality cycle infrastructure. See Department for Transport (2020).

Legislation for national infrastructure

The substantive requirements for HS2 as a national infrastructure project were laid out in the HS2 Act 2017. Schedule 17 provides the alternative to the planning process for applications by HS2. Planning authorities can only require changes to a design if it is 'reasonably capable' of being modified, and on the following bases: to preserve the local environment or amenity, to preserve historic or conservation value, or to prevent prejudicial effects on road safety or traffic. Or, alternatively, if it can reasonably be carried out elsewhere within the permitted limits. Hence, planning authorities have very limited powers. Whilst 'road safety' is mentioned, active travel is not. It seems Ealing Council were able to object to HS2 proposals for bridges over Old Oak Common Lane, as described above. However, it is unlikely that OPDC could have objected to the forecourt, despite the fact that, as H&F Council noted, it contained cycle lanes not meeting current national standards. OPDC view HS2 as generally cooperative, though very careful to remain within the limits of their allocated budget. For example, HS2 commissioned a cycling report to address Ealing's objections to Old Oak Common Lane (HS2, 2020b), identifying a solution to providing a protected cycle lane.

Recommendations¹⁵

Funding and the timing of infrastructure investments

Support from government and/or London agencies is needed to address OPDC's estimated funding shortfall of £153 million.

For future regeneration projects, government, GLA or development corporations themselves to ensure that funding is available to upgrade existing key routes as quickly as possible, such as the projects identified above costing £22m.

Working with highways authorities and other stakeholders

OPDC to consider establishing a cross-borough infrastructure steering group in partnership with highways authorities, to ensure effective alignment of plans and knowledge-sharing. As part of this, OPDC to ensure highways teams and relevant transport experts from any boroughs near a project are engaged collaboratively, from an early design or pre-application stage.

Boroughs to ensure that OPDC-facing teams are clearly defined rather than having OPDC-related work spread across teams and departments on a more piecemeal basis; that they engage closely with OPDC highways projects; and that borough transport experts across departments collaborate effectively.

Active travel plans and designs

OPDC and boroughs to develop and publish detailed designs for active travel routes for OPDC and connecting areas. These should be developed in partnership with all highway authorities and their active travel experts, linking to wider networks and aligned with boroughs' future plans, and with input from other key stakeholder groups.¹⁶

15 As a reflection of the primary focus of opinions expressed by interviewees, the focus of our recommendations concern the development of active travel infrastructure.

16 Possible stakeholders include HS2, TfL, WestTrans, the West London Alliance, local neighbourhood forums and the Grand Union Alliance.

Cross-borough cycle lanes

Establish a mandate for new routes based on agreed principles (such as minimum quality standard, or connection to identified nodes of importance), before applying those to specific interventions, so the principles themselves do not have to be renegotiated.

Community engagement

The following practices would benefit boroughs, OPDC and TfL, particularly where local communities are affected. Some practices are already being encouraged by TfL's Community Partnerships team.

- Engage local stakeholders with scheme design, including through informal pre-consultation discussions.
- Ensure local councillors are well prepared by experts (such as officers or TfL staff) to discuss details and concerns with residents.
- Ensure the community understands key details that could be misinterpreted, such as design details or the use of temporary and experimental measures, through effective interaction.
- Perform impact assessments and communicate findings which may allay local fears, for example in relation to issues such as loading or traffic and monitor outcomes on an ongoing basis.
- Consider utilising additional support or expertise, such as that provided by TfL's Community Partnerships team.

Where expert design panels are used, such as with HS2, these would benefit from including active travel experts with strong local knowledge. In general, design processes should rely on locally embedded expertise as well as representing local interests.

Legislation for national infrastructure

Government to ensure that planning processes for infrastructure projects allow authorities to insist on a broader range of 'reasonable' modifications, including those based on best-practice, up-to-date walking and cycling standards, and public transport accessibility levels.



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