

TRANSPORT AND DEVELOPMENT

London Borough of Hounslow

Unitary Development Plan Adopted December 2003



Brentford Station





TRANSPORT AND DEVELOPMENT INTRODUCTION

1.0 EXISTING SITUATION

1.1

Hounslow, like many outer London boroughs, has developed along road and rail routes which now carry heavy volumes of traffic to and from central London. Heathrow Airport, immediately to the west of Hounslow, also generates much through traffic. Congestion throughout the day is exacerbated by commuter traffic. There is also much commercial traffic. New development located away from town centres and good public transport facilities, has also resulted in people being increasingly dependent on the private car, adding even more to road congestion. Use of public transport in the Borough is constrained by problems such as congestion which in turn can result in unreliability and unattractive frequencies. Together this means that those who do not have access to a car can lose out.

1.2

Public transport facilities and the main roads passing through the Borough form part of the wider transportation network of London and the South-East region. As a result of this, there are often difficulties for those who use the transportation system in Hounslow as part of a longer journey, particularly if their journey is made at peak hours.

1.3

Over recent years, the Council has made a positive commitment to improving facilities for pedestrians, cyclists and public transport users:

- Hounslow High Street has been pedestrianised with a bus only link at its eastern end.
- Many residential streets have been traffic calmed, making them more pleasant for residents and safer for pedestrians.

- Cycle lanes and bus priority measures have been implemented throughout the Borough.
- The Council has played an active role in partnerships such as SWELTRAC (South and West London Transport Conference), WELL (West London Leadership), HATF (Heathrow Area Transport Forum) and WLTS (West London Transport Strategy) which all seek to improve public transport facilities.
- Bus services, carrying over one million people a year have been funded with support from S106 contributions.
- The Feltham Gateway project, which provides new station facilities and an express bus link between Feltham and Heathrow Airport (285 Bus service).
- Improvement and provision of new services at Brentford Station.
- Other initiatives such as car sharing and company travel plans are also being actively promoted.

1.4

Good public transport and improved facilities for pedestrians and cyclists have a vital role to play in contributing to the achievement of sustainability objectives. This is closely linked to focusing development in our town centres, making services more accessible to everyone and the living environment more attractive for all residents of the Borough.

2.0 DEVELOPMENT PRESSURES

2.1

Demand for public and private transport is influenced by development. Trips through the Borough are generated, in particular, by commercial development in inner and central London, the adjoining counties and at Heathrow Airport.

There are continuing pressures for development at these locations which increase the demand for trips through the Borough. Within the Borough, there is also sustained pressure for commercial development and redevelopment.

2.2

Development pressure within the Borough has often been focused on areas which have relatively poor public transport accessibility and have demanded a high level of car parking provision. There is a growing need to reverse this trend and refocus people's attention on town centres and other areas with high public transport accessibility. This will ultimately benefit the economy and environment of the whole of the Borough as well as the specific developments themselves.

3.0 SOCIAL NEEDS

3.1

Locating development in areas which are highly accessible by all modes of transport, particularly walking, cycling and public transport, ensures the greatest accessibility for all people. Aspects of safety and security are important for all users and particularly for some groups such as children and women.

3.2

Transport also has an important role to play in combating social exclusion by improving the access of those who do not have cars to jobs, retail and leisure facilities. The needs of people with disabilities need to be considered as an integral part of any transport strategy, and although improvements to the pedestrian environment and public transport facilities can assist some people with impaired mobility, many disabled people are very dependant on the use of a private vehicle and will continue to be so. Their specific parking and access needs require special consideration.

4.0 STRATEGIC MATTERS

4.1

Government Policy provides the strategic context for UDP policies. The Government's white paper 'A New Deal for Transport' (1998) sets out the Government's objectives of a strong economy, a sustainable environment and an inclusive society.

In order to achieve its goals, the Government believes there is a need for :

- containing the dispersal of development
- improving access to jobs and services
- reducing the need to travel
- reducing reliance on the car

4.2

The Transport Act 2000 provides a statutory basis for a number of measures in the White Paper. In addition, the Government has published "Transport 2010: The 10 Year Plan" which stresses the role of partnership with the private sector and local government in modernising our transport network.

4.3

The Government wishes to achieve a more sustainable transport system through reducing dependence on the car and lorry, through providing genuine alternatives and promoting greater use of more attractive public transport, and safer walking and cycling.

4.4

Similar themes are contained in a range of policy documents such as RPG9 Regional Planning Guidance for the South East, RPG 3 Strategic Guidance for London, The Mayor's Transport Strategy, The Draft London Plan, PPG6 Town Centres and Retail Developments, PPG13 Transport, and PPG 12 Development Plans and Regional Planning Guidance. The Environment Act 1995 and Road Traffic Reduction Act 1997 are also relevant.

4.5 REGIONAL PLANNING GUIDANCE AND PLANNING POLICY GUIDANCE NOTES

RPG9 and RPG3 have the overall aims of promoting strong economic performance, sustainable development, environmental improvement and opportunity and choice in the South East and London. More specifically on transport issues, these RPGs together with PPG 12 and PPG 13, develop a number of policy themes which can be summarised as follows:

- To encourage a pattern of land use and transport provision which minimises harm to health and the environment and reduces the need to travel, particularly by car.

- To encourage development which provides people with a choice of means of travel including cycling and walking.
- To encourage transport developments which contribute to regeneration and strengthening existing local centres.
- To reduce congestion.
- To restrain parking provision.

4.6 MAYOR'S TRANSPORT STRATEGY

The Mayor's Transport Strategy was published in 2001 and sets the policy framework for transport in London over a 10 year period, covering all modes of transport and management of London's road system. It identifies a number of key transport priorities including:

- Reducing congestion.
- Increasing capacity, reliability and frequency of bus and underground services whilst improving integration with the national rail system.
- Supporting local transport initiatives, including improved access to town centres and regeneration areas, walking and cycling schemes.
- Improving the accessibility of London's transport system for all sections of the community.

4.7 DRAFT LONDON PLAN

The Draft London Plan provides the spatial framework for the development of London's transport system and the implementation of the Mayor's Transport Strategy. One of the 6 underlying objectives of the Draft London Plan is to improve London's transport with key policy directions including:

- Integration of development with public transport promoting intensification of development where existing or planned public transport capacity allows.
- Tackling congestion through levels of restraint of car use and provision of alternatives, including better and safer facilities for pedestrians and cyclists.
- Improve and expand London's public

transport through increased phased investment in services and infrastructure.

4.8 ENVIRONMENT ACT 1995

The Government has committed to improve air quality via the Environment Act 1995. Road traffic is a major contributor to the emissions which cause high levels of air pollution. The Act requires local authorities to review and assess air quality in their areas from time to time. Where an assessment indicates that air quality objectives are not or are unlikely to be achieved a local authority must designate an air quality management area and prepare an action plan addressing the air quality issues raised by the assessment.

4.9 ROAD TRAFFIC REDUCTION ACT 1997

The Act provides a framework for the Secretary of State to require local authorities to assess traffic levels and the forecast growth of traffic levels in their areas. In addition, Councils will need to specify targets for reducing traffic in their area or reducing the rate of growth in traffic levels. As Road Traffic Reduction Strategies are developed, these will be considered as a material consideration in policy implementation.

4.10 WEST LONDON TRANSPORT STRATEGY (WLTS)

The WLTS has been drawn up and adapted by West London Leadership (WELL) which is a public / private sector partnership including seven London Boroughs and eleven private sector and transport partners. The transport vision for West London builds on the strengths of the area but aims to remedy the weaknesses. The transport system is to be fundamentally recast to:

- Reduce and ultimately eliminate road traffic congestion,
 - Transform existing accessibility to match the needs of businesses, residents, workers, and visitors.
 - Support the economy of West London and that of London as a whole.
 - Match aspirations for transport quality and provision in the 21st Century.
- WLTS aims to achieve sustainability by making

best use of transport infrastructure through the application of policies which provide acceptable alternatives to the car and curb excessive car use.

4.11 LOCAL IMPLEMENTATION PLAN (TRANSPORT)

The Council's transport policies and strategies are contained within its Interim Local Implementation Plan (ILIP) 2002/03. This will be replaced by a Local Implementation Plan, which will be valid for five years. The Local Implementation Plan is a statutory document under the GLA Act of 1999, and needs to be in conformity with the Mayor of London's Transport Strategy (July 2001). It seeks to implement that strategy at a local level and must gain the approval of the Mayor of London prior to its adoption. This document will replace previous transport strategy documents including Interim Transport Plans and Transport Policies and Programmes. Communication on the guidance and a possible timetable for preparation of LIPs are expected from the Mayor or Transport for London by the end of 2003 / early 2004.

4.12

Given the requirements that the Local Implementation Plan will need to reflect the Mayor's Transport Strategy at a local level, it is likely that the Plan will include policies relating to a wide range of transport topics such as: private car traffic, freight, public transport, walking, cycling, parking, green travel initiatives, airport access, and park and ride. The exact extent of the Plan is yet to be determined, pending advice from the Mayor of London and Transport for London.

4.13

Subject to the transport strategy contained within the Local Implementation Plan, park and ride facilities will be supported where they assist the implementation of sustainable travel patterns so long as they ensure the achievement of a net gain for sustainable modes from the car, and have regard to the local traffic, access and environmental impacts, and are not in conflict with any other policies of the UDP. In some circumstances, park and ride schemes may be permissible in the Green Belt, where assessment shows such locations to be the most sustainable of the available

options, taking into account the relevant criteria contained within PPG2 as amended by PPG13 (Annex E - paragraphs 3.17 to 3.20).

5.0 KEY ISSUES

5.1

Land use and transport are now recognised as inseparable, integral issues. The planning system is recognised as having a vital role to play in developing a sustainable transport strategy by encouraging patterns of land use which reduce the need to travel and enable people to make the journeys they do have to undertake in more environmentally friendly ways. The key aim of integrating land use and transport is therefore to minimise the need to travel in the first instance by ensuring development is appropriately located.

5.2

Hounslow's transport system should enable people to get to the places that they want to with as little impact on the environment as possible. Congestion, caused by over-reliance on the private car, has a massive environmental impact, not least on air quality, and inhibits people getting where they want to go. The congestion itself acts to disrupt more environmentally attractive means of transport such as the bus, cycling and walking as well as hampering the Borough's commercial activities. Land uses which attract a high number of trips, both existing and proposed, can play a major part in this problem if they are allowed in locations with poor accessibility. There is, therefore, a pressing need to take steps which will ensure a reduction in traffic and peoples' reliance on the private car.

5.3

Heathrow has a role in supporting London's national and international functions. The issue is how this can best be developed while being consistent with other regional and metropolitan objectives, particularly those concerned with the quality of the environment and the economic imbalances between the east and the west of the region.

5.4

Residential areas suffer from problems of through traffic which has a detrimental effect on the local environment and road safety.

5.5

Competition for road space between motor vehicles, cyclists and pedestrians affects safety, particularly for the latter two groups. Insensitivity to the issues of personal security in poorly lit and secluded areas also inhibits peoples' mobility.

6.0 OBJECTIVES

6.1

To promote sustainable development within the Borough through integrating transport and land use policies in order to reduce the need to travel, reduce reliance on the private car and promote the use and implementation of environmentally friendly modes and initiatives.

6.2

To promote sustainable transport modes (walking, cycling, public and waterborne transport) which improves access for all members of the community and enhances public transport provision in London as a whole, whilst reducing car traffic and the demand for road space.

6.3

To promote physical access to public transport, car parks and pedestrianised areas for people with impaired mobility.

6.4

To plan and manage the Borough's road network without increasing its overall capacity by giving priority to pedestrians, cyclists, public transport, and reducing the use of the private car, whilst protecting and enhancing the environment and maintaining its economic vitality. The transfer of freight from road to rail and water will be actively encouraged.

6.5

To create a safe, healthy and pleasant environment, particularly in respect to air quality, by promoting measures which seek to minimise the impact of traffic on the environment and, in turn, the impact on people who live and work in the Borough.

6.6

To protect residents and workers from further detrimental effects arising from Heathrow Airport, through the development of initiatives such as WLTS, SWELTRAC and the Heathrow

Area Transport Forum (HATF), promoting environmentally sensitive public transport links to the Airport which will help it to serve the Hounslow area, London, the region and the country without encouraging further road traffic in West London and protecting residents and workers from the adverse effects of aircraft and helicopter traffic.



Hounslow East Underground Station





TRANSPORT AND DEVELOPMENT POLICIES

OBJECTIVE T.1

To promote sustainable development within the Borough through integrating transport and land use policies in order to reduce the need to travel, reduce reliance on the private car and promote the use and implementation of environmentally friendly modes and initiatives.

Policy not saved & cannot be used from 28th Sept 2007

~~POLICY T.1.1 THE LOCATION OF DEVELOPMENT~~

~~When considering applications for new development, the local planning authority will seek to integrate patterns of land use and the provision of public transport in a way which facilitates the implementation of a framework for development and regeneration for the Borough, minimising harm to the environment and maximising opportunities for sustainable development. (This policy should be read in conjunction with Policy IMP.1.1).~~

POLICY T.1.2 THE MOVEMENT IMPLICATIONS OF DEVELOPMENT

Before granting planning permission the Council must be satisfied that proposals for new development will be readily accessible by sustainable modes. All proposals should ensure that the development promotes access by walking, cycling and public transport with the aim of maximising the proportion of trips to developments by these modes. Where appropriate, proposals should include:

- Facilities to promote cycling e.g. cycle priority measures on the highway, cycle parking provision, shower facilities

- Facilities to promote walking e.g. consideration of desire lines, adequate paving and crossing points and ease of access for people with impaired mobility
- Facilities to promote public transport e.g. good access to existing bus stops, bus priority measures and rail stations

In some instances it may also be necessary for contributions to be made to local highway improvements including access arrangements and traffic management schemes, providing that overall highway capacity for private vehicles is not increased.

In addition where major trip generating uses are proposed, developers will be expected to demonstrate that walking, cycling and public transport to the site are sufficiently attractive, that the maximum proportion of people will use these modes to reach the site and that provision and capacity is sufficient to accommodate such trips.

If access to the proposed development is not satisfactory by sustainable modes, the Council will expect proposals to be brought forward which would improve services or facilities for walking, cycling and / or public transport at the expense of the developer.

For high trip generating developments, applicants will be expected to provide a transport impact statement, including an assessment of the number of trips that the proposal will generate, the origin and mode of such trips and the ability of pedestrian, cycling and public transport services to accommodate these. Proposed improvements to these facilities and services which are considered necessary to provide safe and convenient access to the development and improve its sustainability should also be included for consideration by the local authority.

The assessment must also demonstrate that

delays and safety for pedestrians, cyclists and public transport users would not be worsened by any development related vehicular traffic. Where appropriate, a travel plan should also be submitted, including targets for maximising access to the site by sustainable modes and measures required to achieve them.

Any such contributions would be negotiated via an agreement under Section 106 of the Town and Country Planning Act 1990 and/or Section 278 of the Highways Act 1980, where necessary in consultation with any relevant transport authority. The agreed improvements should normally be implemented at least by the time the development is operational, although in the case of some public transport improvements it may be desirable to phase their introduction in line with the occupancy of the development. The proposals should be consistent with other Policies in the UDP, particularly IMP.1.1, IMP.6.1, E.1.1, E.2.1, T.1.4 and T.4.3 Local access highway improvements will be considered in the context of UDP Policy T.4.2.

This policy will be applied both to development within the Borough and outside the Borough on which the Council may be consulted.

Policy not saved & cannot be used from 28th Sept 2007

~~POLICY T.1.3 DEVELOPMENT AFFECTING PUBLIC TRANSPORT SERVICES~~

~~A development which would have a detrimental effect on public transport services will not be permitted by the Council.~~

Reasons (Applicable to Policies ~~T.1.1~~, T.1.2 and ~~T.1.3~~)

11.1

These policies reflect the aims of the Government's transport policies, which promote the goals of containing the dispersal of development, improving access to jobs and services, reducing the need to travel and reducing reliance on the car. The relationship of new development to public transport services is a very important consideration and this is

clearly set out in Part 1 and the implementation chapter of this Plan. The policies aim to maintain and improve public transport in the Borough, encourage its use and prevent the generation of unnecessary car journeys. In order to keep the integrity of the public transport system, particularly the rail network, it is important that infrastructure is not lost through development.

POLICY T.1.4 CAR AND CYCLE PARKING AND SERVICING FACILITIES FOR DEVELOPMENTS

All developments must provide parking and servicing facilities in accordance with the Council's standards (see Introduction to Appendices and Appendix 3). The standards include provision which must be made for people with disabilities and operational parking (i.e. spaces for servicing, loading and unloading and other traffic which must park on the premises) which must be met on site. Non-operational requirements may be met elsewhere in the vicinity. Unless otherwise stated, the car parking standards are those that are considered to be the maximum desirable provision and there are no minimum standards except in relation to disabled parking.

Details of the Council's car and cycle parking standards are included in Appendix 3. Car parking which is essential to the operation of the building (i.e. spaces for servicing, loading and unloading and other traffic directly associated with the function of the premises), together with appropriate provision for people with disabilities, must be met on site. Where appropriate, a service area should also be provided in front of the primary access of all public buildings in order to provide convenient drop off and pick up facilities for people who may have impaired mobility.

The Council is committed to containing the dispersal of development and a progressive reduction in non-operational parking provision in accordance with Government Guidance.

Applicants will be expected to submit supporting evidence (e.g. an access report / transport impact statement / company travel

plan / environmental assessment) to justify any exceptional circumstances which are relevant to allowing more parking than the general level set out in the Council's parking standards.

Where appropriate, applicants will be expected to indicate measures which would form part of a S106 agreement in order to secure mitigation for the potential detrimental effects of the development. The local authority will expect a level of contribution which is both reasonable and relevant to the development. In such instances, improvements to walking, cycling and public transport as set out in policy T.1.2 will be particularly important. Planning permission will not be granted should the level of current or planned public transport accessibility and/or the impact on traffic congestion and the environment be considered unacceptable.

The Council may require additional parking to be provided in exceptional circumstances for example if the level of parking proposed by the developer would have significant implications for road safety that could not be resolved by the introduction or enforcement of on-street parking controls.

This policy should be read in conjunction with Policies T.1.1 to T.1.3 and T.2.2 and all other relevant policies in the plan.

Reasons

11.2

The achievement of sustainable development will depend greatly on the appropriate location of developments in the first instance, and on the implementation of sustainable transport policies. The implementation of measures to reduce the need to travel, reduce reliance on the private car, and promote the use of sustainable modes (e.g. walking, cycling and public transport), is therefore vital to the success of this Plan.

11.3

Development which is poorly located with regard to sustainable modes, which generates large amounts of traffic, makes public transport services less attractive, or provides excessive amounts of car parking will contribute to

environmental, social and economic disbenefits in the long term and will run counter to the overall objectives of sustainable development.

11.4

Proposals that are suitably located in terms of the sequential test and the locational criteria contained in this plan may still be required to contribute to transport improvements in order to overcome any detrimental effects of the development itself or to improve the accessibility of the site for transport modes other than the car. This is particularly relevant to the identified key economic locations that are situated away from town centres .

OBJECTIVE T.2

To promote sustainable transport modes (walking, cycling, public and waterborne transport) which improves access for all members of the community and enhances public transport provision in London as a whole, whilst reducing car traffic and the demand for road space.

POLICY T.2.1 PEDESTRIAN ACCESS

Particular emphasis should be given to measures to encourage walking. Where appropriate the Council will seek improvements to pedestrian footways leading to premises and amenities and will require good pedestrian access to and within all new developments. Improvements to the pedestrian environment should be made paying particular attention to the needs of people with a mobility handicap. (See also Policy C.5.6). Priority will also be given to pedestrians in crossing roads wherever possible and consideration will be given to improving pedestrian facilities that are used by public transport passengers in connection with their journeys.

POLICY T.2.2 PEDESTRIAN SAFETY AND SECURITY

All new proposals will be considered with regard to the safety and security of all users of pedestrian areas and footways, subways and car parks.

Where new facilities are proposed they should be designed with the safety and security of pedestrians as a priority, addressing any existing problem areas which may discourage people from walking and allowing people to take the most direct, surface level route possible (See also Policies ENV-B.1.1 and ENV-B.1.9 and SPG).

Reasons (Applicable to Policies T.2.1 and T.2.2)

11.5

Walking is a healthy and non-polluting form of movement. The Council will endeavour to make walking as attractive and safe as possible. The Highway Agency is responsible for pedestrian safety in respect of the M4 motorway and TfL has the responsibility for trunk roads such as the A4, A30, A316, A312, A406 (North Circular) and A206 (South Circular) roads.

POLICY T.2.3 STRATEGIC AND LOCAL CYCLE NETWORKS

The Council supports the London Cycle Network on cycle routes and will continue working on its implementation, enforce against illegal parking, and seek developer contributions in appropriate circumstances for its improvement. The Council will also seek contributions from developers and other sources in order to develop local cycling links to the London Cycle Network taking into account, where appropriate, the existing and proposed routes of neighbouring Councils. (See Map T1).

Reasons

11.6

Cycling is a healthy activity which does not cause pollution or use up energy resources. As such the Council seeks to take practical measures to encourage and support cycling through the provision of a cycle network.

11.7

Map T1 shows the existing sections of the London Cycle network and other local cycle routes, and the elements of the proposed London Cycle Network in the Borough which have yet to be implemented. The Map is for information purposes only and does not constitute part of the UDP Proposals.

A separate cycling strategy will be prepared as part of the Borough's Local Implementation Plan. The Cycling Strategy and the specific definition of the cycle routes will be subject to local consultation, particularly in environmentally sensitive areas.

POLICY T.2.4 PUBLIC TRANSPORT INFRASTRUCTURE

The Council will seek improvements to public transport infrastructure including the underground system (e.g. rail links, stations, bus route provision, coach, taxi and water transport facilities) and interchange facilities between different forms of transport, paying attention to public transport accessibility, environmental quality and the needs of pedestrians and people with impaired mobility. (See, in particular, Policy T.1.2 and Proposals Map Refs T1, T25 and T30). The Council will also seek provision of access and parking for bicycles. (Refer also to Policy IMP.6.1 and Appendix 3). Proposals for improvements will be considered on a site by site basis and should have regard to the Borough's transport strategy and policies.



Cycling facilities in Hounslow Town Centre

Policy not saved & cannot be used from 28th Sept 2007

~~POLICY T.2.5~~

~~ORBITAL PUBLIC TRANSPORT~~

~~Improvements in orbital public transport, especially rail and bus facilities will be promoted and sought by the Council in order to reduce reliance on cars for orbital travel. The Council will continue to advocate a southern rail link to Heathrow Airport (see proposal T.1) and other measures contained in the West London Transport Strategy (WLTS) &~~

~~South and West London Transport Conference (SWELTRAC) strategies, which improve orbital (between north and south) services in west London and Hounslow. The Council will also promote the electrification of the freight link at Chiswick which presently links the North London Line with the Hounslow Loop Line to facilitate a passenger link between the two lines. (See Proposal T.30 and Policy T.6.3).~~

Reasons (Applicable to Policies T.2.4 - T.2.5)

11.8

Improvements to public transport can discourage the use of cars as well as benefit existing public transport users. If resources permit it, the Council will consider making financial assistance available to secure the provision of local public transport which the Council considers necessary and which would otherwise not be provided.

POLICY T.2.6 SAFETY OF PUBLIC TRANSPORT

The Council will promote the personal safety of all passengers using public transport facilities and associated pedestrian links and new developments will be assessed with regard to their contribution to safety and security for all passengers.

Reasons

11.9

More people would be encouraged to use public transport, particularly at night, if the provision for the personal safety of passengers were improved.

POLICY T.2.7 RAIL AND WATERBORNE FREIGHT

Rail and waterborne freight will be encouraged where practicable and suitable and where the impact on adjoining land is acceptable. The loss of existing wharves and railway sidings will also be resisted where appropriate, particularly where they are still in regular use or have the potential to be so in the future. (See also Policies ENV-W.1.1, ENV-W.1.8, ENV-W.1.8A, ENV-W.1.10 and ENV-W.2.2).

Reasons

11.10

The movement of goods and materials by rail and water rather than road would ease congestion and benefit the environment and public transport. The Mayor's Transport Strategy recognises that rail and water-ways are particularly suitable for meeting customers' demands for certain types of traffic and that in some cases they can have environmental advantages over road freight. The environmental problems that can be associated with transshipment from rail or water to road are also noted, however. The local economy would also benefit, particularly if national and European freight links were improved. The Council will seek to co-ordinate any proposals in connection with this policy with other riparian boroughs.

POLICY T.2.8. USE OF WATERWAYS FOR PASSENGER TRANSPORT

The Council will encourage the use of waterways for passenger transport by facilitating the provision of new piers and supporting facilities, and the upgrading of existing piers appropriate to their location at focal points of activity along rivers and canals. Such facilities should be high quality, well designed, make provision for pedestrian access and appropriate river safety measures, and foster convenient interchange between waterway services and other modes of public transportation.

Reasons

11.11

Water transport brings back life and activity to rivers and canals, encourages better integration of waterside development and contributes to the Council's commitment to sustainable development by supporting modes of transport that are environmentally less damaging and reducing traffic congestion.

OBJECTIVE T.3

To promote physical access to public transport, car parks and pedestrianised areas for people with impaired mobility.

POLICY T.3.1 IMPROVEMENTS SENSITIVE TO PARTICULAR USERS

The Council will negotiate improvements to make transport facilities, car parks and pedestrianised areas more accessible, safer and sensitive to the requirements of particular users such as people with, impaired mobility, carers with children, children and elderly people in appropriate circumstances. Such improvements may include:

- (i) lighting at bus stops and stations, as well as pedestrian routes to them;
- (ii) CCTV in appropriate circumstances;
- (iii) improving facilities which provide for easy access to stops and stations;
- (iv) a close inter-relationship between new developments and public transport;
- (v) specialist transport services including 'shopmobility'.

Reasons

11.12

Such improvements are considered necessary in order to increase access for all people within the community to jobs, services and social facilities within the Borough.

POLICY T.3.2 ACCESS TO PUBLIC TRANSPORT (PREMISES)

The Council will press for the provision of access and other facilities to and within rail and underground stations and at bus stops and stations in the Borough, making them suitable for people with impaired mobility. The Council will also liaise with other local authorities and transport operators to press for the development of a fully wheelchair accessible public transport network (See also the Council's accessibility guidelines "Think Access - Design for Accessibility 2000"). Facilities which make the boarding and alighting from buses easier, such as bus borders, will be implemented wherever possible. The Council will also encourage developers to provide facilities for buses to stand, stop and turn within their developments where appropriate.

Reasons

11.13

Public transport is not fully accessible to people with impaired mobility. Approximately 15% of Hounslow's population have a disability. A firm commitment to developing a fully accessible transport network would help to redress the present imbalance which disadvantages people with impaired mobility.

POLICY T.3.3 SPECIAL PARKING FACILITIES FOR PEOPLE WITH DISABILITIES

The Council will improve the provision of convenient parking places for orange badge holders in public car parks and on-street where appropriate, near shopping centres and in other appropriate locations (See also Policies S.4.6 and T.4.6).

Reasons

11.14

One way in which town centres, employment and social facilities can be made more convenient for people with disabilities is to provide orange badge holders with parking spaces. Proposals under this Policy will be published annually in the Council's Borough Spending Plan.

OBJECTIVE T.4

To plan and manage the Borough's road network without increasing its overall capacity by giving priority to pedestrians, cyclists, public transport, and reducing the use of the private car, whilst protecting and enhancing the environment, and maintaining its economic vitality. The transfer of freight from road to rail and water will be actively encouraged.

POLICY T.4.1

HIERARCHY OF HIGHWAYS

The primary objective of the highway network is to allow for the movement of people and goods. Priority on all roads should therefore be given to those who use road space efficiently and in a way that minimises environmental impact. Priority should also be given to those who walk beside them or across them. Traditional road hierarchies however, tend only to give consideration to the movement of vehicles. While the Council has defined a traditional hierarchical network of highways serving the Borough and any anticipated developments in line with Government guidance, the requirement to give priority to efficient users of road space and to pedestrians applies throughout. These are given particular weight on sections of the road network which are part of the London Bus Priority Network where emphasis will be given to the needs of buses.

All the Priority (Red) Routes within the Borough are trunk roads and these provide the main focus for traffic flows. The Council will continue to seek the removal of trunk road status from the A316 from its junction with the South Circular Road to its junction with the A4 at the Hogarth Roundabout. The hierarchy of highways is as follows:

Tier 1 - Strategic Routes of national or regional importance (Motorways, Primary Routes and Priority Red Routes)

The particular functions of which are:

- (i) to attract and serve longer distance movements throughout London; particularly by commercial and public transport vehicles;
- (ii) to provide the London component of the trunk road and primary route networks;
- (iii) to link London to the national road network.

Tier 2 - London Distributor Roads

The particular functions of which are:

- (i) to attract and serve traffic crossing boroughs;
- (ii) to link centres within London to each other and to the network of national/regional routes and to attract through commercial traffic away from Borough distributor and access roads;
- (iii) to provide attractive routes for bus services.

Tier 3 - Local Distributor and Access Roads

Local Distributor Roads

The particular functions of which are:

- (i) to distribute traffic within a London Borough;
- (ii) where appropriate, to connect with the distributor roads of adjacent boroughs.

Local Access Roads

The particular functions of which are:

- (i) to serve frontage properties;
- (ii) to contribute to local amenity.

This hierarchy is the basis for the classification of highways on the Proposals Map.

POLICY T.4.2 OPPOSE OVERALL INCREASES IN HIGHWAY CAPACITY FOR PRIVATE VEHICLES AND SEEK REDUCTION IN TRAFFIC LEVELS

The Council will oppose and, where it is the highway authority, will not provide overall increases in the capacity of the highway network for private vehicles in the Borough. The Council wishes to see a reduction of traffic levels in the Borough. This aim will be pursued by a number of measures including:

- (i) improvements to public transport;
- (ii) physical reductions in road capacity;
- (iii) more stringent parking standards and on-street controls where appropriate;
- (iv) measures to restrict vehicle access where appropriate;

- (v) measures to encourage walking and cycling;
- (vi) the requirement of travel plans for all major developments in the Borough and for smaller developments which would generate significant amounts of travel where local initiatives for road traffic reduction exist.

The Council will consider local highway improvements to assist safe access to development in the Borough where it will not increase highway capacity. Such alterations should be acceptable in environmental terms, reduce accidents and include provision for safe and convenient access for pedestrians, cyclists and public transport users.

POLICY T.4.3 TRAFFIC IMPLICATIONS OF NEW DEVELOPMENT

Development will not be permitted if the traffic movement directly associated with it would increase danger, cause unacceptable noise, congestion or environmental intrusion. In applying this policy particular reference will be made to the hierarchy of roads referred to in Policy T.4.1 and shown on the Proposals Map. All development proposals will be assessed for their road safety implications, their contribution to traffic congestion and in the light of the present and potential capacity of public transport.

Reasons (Applicable to Policies T.4.1, T.4.2 and T.4.3)

11.15

Heavy levels of traffic and widespread congestion threaten safety, disrupt public transport and have a damaging effect on the environment through noise and air pollution and visual intrusion. It also leads to community severance and affects the economic viability of the Borough. Increasing highway capacity or inappropriately located developments only exacerbate these problems and would be inconsistent with the Council's commitment to traffic restraint. The Council therefore seeks to alleviate these problems by careful and safe traffic management which enhances the environment, improves the flow of buses, and boosts safety without encouraging extra car journeys.

The production of travel to work plans can assist in reducing traffic levels by providing attractive and affordable alternatives to the private car. The Council will take a lead by introducing a travel plan by 2004.

Complementary to this approach, the Council seeks to guide development to areas which are well served by public transport. This approach reflects the advice and guidance contained within PPG13 (Transport), RPG3 (Strategic Guidance for London) and the Mayor's Transport Strategy (July 2001).

11.16

Major developments are defined by the thresholds contained within the PPG13 Annex D.

POLICY T.4.4 ROAD SAFETY

When considering proposals for development, the Council will consider the implications of the proposals for the safety of drivers, passengers, cyclists and pedestrians. In appropriate areas, the Council will seek the provision, in association with a development, of traffic management, traffic calming and other measures to mitigate the effects of the development on the safety of drivers, cyclists and pedestrians.

Reasons

11.17

The present level of road casualties is unacceptable and it is necessary to take measures to reduce it. It should be noted however, that the Department of Transport is responsible for road safety on the M4 motorway and trunk roads such as the A4, A30, A316 trunk roads. Part of the A312 (The Parkway), A406 (North Circular) and A205 (South Circular) roads are the responsibility of Transport for London (TfL).

POLICY T.4.5 ON-STREET PARKING

In consultation with local residents, the Council will seek the introduction of Controlled Parking Zones in appropriate areas in order to provide and control on-street parking demand, and will look for contributions from developers for such schemes where there is an impact on parking demand.

POLICY T.4.6 OFF-STREET PARKING

The Council will provide and maintain as appropriate a level of off-street parking places, particularly for short stay purposes in town centres, within the context of overall parking strategies for town centres. This will include discouragement of long stay parking. In accordance with Planning Policy Guidance Note 13, the Council will negotiate agreements for public use of spaces provided by major developments where appropriate. (See also Policy T.3.3 Special parking facilities for people with disabilities).

Reasons (Applicable to Policies T.4.5 and T.4.6)

11.18

Parking standards for new development are needed for operational purposes and to provide for those trips which cannot be made by public transport. It should be noted that the standards should be considered as a maximum unless there are exceptional circumstances. In some parts of the Borough, particularly residential areas adjacent to shopping centres, on-street parking is a major problem. On-street parking controls are therefore needed as well as off-street standards, in order to distribute the limited number of spaces between competing users, including residents. On-street parking controls also help to encourage the use of public transport and to reduce the use of private cars. The close link between the number of parking spaces and traffic generation means that the total number of on-street and off-street spaces should be kept to a minimum.

11.19

The Council will seek to assist bus and cycle operation by giving priority to ensuring that parking controls are implemented and enforced where illegal parking undermines effective bus and cycle operations, for example, in the vicinity of bus stops, on the main bus routes and in bus and cycle lanes. This will be achieved through better enforcement of parking regulations and the creation of appropriate physical barriers and street furniture.

OBJECTIVE T.5

To create a safe, healthy and pleasant environment, particularly in respect to air quality, by promoting measures which seek to minimise the impact of traffic on the environment and, in turn, the impact on people who live and work in the Borough.

POLICY T.5.1 AIR QUALITY IMPLICATIONS OF TRAFFIC

In determining a planning application, the local authority will consider the effect on air quality arising from the traffic generated by it. Where the impact is likely to be significant, an air quality assessment, together with any necessary mitigation measures should be submitted as part of the application for consideration. Full details relating to the Council's consideration of air quality issues is contained in Policy ENV- P.1.6.

Reasons

11.20

The land use system has an integral role to play in improving air quality. Transport is the main source of many significant pollutants, particularly in towns and cities. Through locating development in areas which are highly accessible by public transport, restricting car parking and promoting sustainable transport measures, further impact on air quality should be minimised.



Hounslow East Station

11.21

The term 'significant' is used in a relative rather than absolute way and cannot therefore be quantified in terms of the scale of the proposed development alone.

The 'significance' of a proposed development in terms of air quality will depend upon both the scale of the development itself, its location relative to Air Quality Management Areas and the impact on air quality relative to the air quality objective. Further guidance will be produced in the form of Supplementary Planning Guidance.

POLICY T.5.2 REDUCING TRAFFIC NUISANCE IN RESIDENTIAL AREAS

The Council will promote the implementation of appropriate traffic management and traffic calming measures to reduce rat running, traffic speeds, nuisance and the environmental damage caused by non-essential traffic, including lorries, in residential areas (See also Policy H.5.2). In so doing, the Council will consult with residents, bus operators and the emergency services as appropriate.

Reasons (Applicable to Policies T5.1 and T5.2)

11.22

Traffic management measures such as road humps, 20mph zones, road narrowing, road closures and one-way systems can minimise the danger and environmental nuisance caused by through traffic in residential areas. Residential areas also need protection from the through movement and parking of lorries and all large commercial vehicles particularly at night. Restrictions on the movement and overnight parking of heavy vehicles will be set out in the Council's annual prioritised programme of area studies and environmental improvements, such programme being published in the TPP.

11.23

The Council is introducing 'Home Zones', the first in Brentford followed by one in Cranford. If they prove successful more are likely to follow.

POLICY T.5.3 VEHICLE CROSSOVERS AND HARDSTANDINGS

Where planning permission is required to make provision, at existing premises, for a vehicle crossing over a footway the Council will:

- (i) require dimensions of crossovers, visibility splays and hardstandings to be consistent with the standards set out in Supplementary Planning Guidance;
- (ii) seek the protection of existing trees as appropriate and provision of suitable landscaping of the area surrounding the hardstanding, enhancing its visual appearance and making a positive contribution to the street scene;
- (iii) consider the effect of the crossover on the safety of pedestrians and vehicles, and seek provision of a boundary wall or fence, and a separate pedestrian access away from the crossover;
- (iv) consider the existing vehicular access arrangements to the premises;
- (v) construct the crossover with materials which are visually compatible with the footway either side of the crossover;
- (vi) consider the implications for on street parking especially relating to CPZs.

Reasons

11.24

Vehicle crossovers should be safe to use and not impair the safety of other road and footway users. The design of crossovers and hardstandings should complement or not adversely affect the street scene. The policy should not be seen as general encouragement to convert front gardens to off-street spaces in residential areas. This is particularly true of conservation areas where effects on character are subject to more stringent tests. Although this may be appropriate in some parts of the Borough, it should take account of the design guidelines produced by the Council.

POLICY T.5.4 THE TRANSPORT OF HAZARDOUS SUBSTANCES

In considering development or transport proposals, the Council will resist developments which would result in the transport of hazardous materials through the Borough.

Reasons

11.25

It is considered that the transport of such materials is a totally inappropriate use of communications routes in or close to built-up areas. The Council will work closely with government agencies to ensure that the relevant regulations, such as the Road Traffic Carriage of Dangerous Substances etc, Regulations 1986 are carefully observed and enforced.

OBJECTIVE T.6

To protect residents and workers from further detrimental effects arising from Heathrow Airport, through the development of initiatives such as SWELTRAC, WLTS and the Heathrow Area Transport Forum, promoting environmentally sensitive public transport links to the Airport which will help it to serve the Hounslow area, London, the region and the country without encouraging further road traffic in West London and protecting residents and workers from the adverse effects of aircraft and helicopter traffic.

POLICY T.6.1 AIRPORT TERMINAL CAPACITY

In considering proposals for increases in terminal capacity either in the Borough or outside the Borough on which it might be consulted, the Council will fully assess their environmental, land use, transport, economic and other relevant implications for the Borough. The Council will use, in particular, the following criteria when weighing the adverse impacts and any benefits arising from such applications. Unless proposals substantially meet the following criteria they will be opposed by the Council.

POLICY T.6.2 AIRPORT RUNWAY CAPACITY

In considering proposals for runway capacity, the Council will fully assess their environmental, land-use, transport, economic and other relevant implications for the Borough. The Council will weigh the beneficial and adverse impacts using in particular the following criteria. It would oppose any development which it judged substantially not to meet the criteria.

The Council, having regard to those criteria, is of the view that a proposal for a third parallel runway at Heathrow would not substantially meet the criteria. It would, therefore, oppose such a proposal in such circumstances.

CRITERIA FOR POLICIES T.6.1 AND T.6.2

Noise and Pollution

Proposals will be assessed for their effect on noise and pollution in the Borough arising both directly from aircraft using the airport and indirectly from road traffic generated and the Council would require to be satisfied that such proposals would result in a reduction or at least no increase in particular in the following:

- (i) air pollution from aircraft using the airport, plant used at the airport or road traffic generated (Particular attention will be paid to ensure that the impacts of proposals are consistent with the UK Air Quality Strategy, January 2000 and associated standards and objectives);
- (ii) the harmful effects of run-off containing de-icing fluids, aviation fuel spillage and other pollutants;
- (iii) the area enclosed by LAeq, 16h contours for average mode;
- (iv) noise at night arising from aircraft movements in the air or on the ground or other operations at the airport which would cause night noise disturbance;

(v) noise arising from ground running, testing of engines, use of auxiliary power units or other operations which would cause noise disturbance in the Borough;

(vi) noise disturbance arising from road traffic.

Land Use

The Council will ensure that any proposals accord with its policies for other land uses particularly in respect of Green Belt, Metropolitan Open Land and other open land of importance to the preservation of the Borough's environment and nature conservation.

Proposals will also be assessed for their consistency with national, regional and London-wide planning policies, guidance and advice.

Transport

The Council will ensure that any proposals accord with its policies for transport particularly T.1.2, T.2.5, T.4.2 and T.4.3.

Economic

Proposals will be assessed for their impact on the local economy and their effects on the employment market. The Council would need to be satisfied that proposals would not result in the following:

- i) a significant increase in commuting particularly by car into the Borough;
- ii) a reduction in the diversity of the Borough's economy.

Environmental Assessment

The Council will seek the preparation of an Environmental Assessment by the applicant to accompany proposals for significant increases in runway or terminal capacity at Heathrow Airport. This should show what impact proposals would have in Hounslow, particularly in respect of the effect of development, noise and pollution upon the natural and built environment, the transport system and the economy.

Reasons (Applicable to Policies T.6.1 and T.6.2)

11.26

In considering proposals for runway or terminal development the Council would have to weigh the beneficial and adverse impacts. Heathrow is important to the nation's and the capital's transport infrastructure and it has national and local economic and employment benefits. It is important to ensure, however, that the overall impact of new terminal and runway capacity is consistent with the Council's approach to sustainable development set out in this UDP (Objectives IMP.1.1, E.1.1, T.1.1, T.1.2 and ENV-B.1.1).

11.27

In weighing the advantages and disadvantages of proposals the Council considers that the criteria contained in the policy would have to be substantially met to prevent any significant increase in the harmful impact of the airport on the environment of Hounslow, or other adverse impacts.

11.28

The airport has a severe impact on the environment of Hounslow particularly in terms of noise and pollution from aircraft and traffic, generation of road traffic and attracting development pressure which can be a threat to remaining areas of open land. The quality of life for many Hounslow residents is consequently seriously reduced. HAL has reported that it has undertaken certain initiatives, for example, seeking to reduce emissions from vehicles on the airport, introducing a new noise insulation scheme affecting a number of residential properties around the airport and encouraging airlines to use Chapter 3 aircraft through a preferential landing charges system. Nevertheless, the Council will continue to seek improvement of the existing environmental quality, in line with Government policy, and will endeavour to ensure that any airport development proposals do not prejudice any future or potential improvement in the environmental quality of the Borough.

11.29

The Council's commitment to protecting and enhancing Green Belt, Metropolitan Open Land, other open spaces and land of importance to nature conservation is an important element of the UDP. It is appropriate, therefore, that proposals for capacity increases at Heathrow should be assessed for their direct and indirect implications for such areas.

11.30

Major increases in runway or terminal capacity would have implications for strategic planning. Policies and other guidance relating to relevant strategic issues should, therefore, be taken into consideration when proposals for such developments are assessed (The Council might or might not support such policies).

11.31

The Council is also seeking to improve public transport provision serving the Borough and takes the view that increases in the overall capacity of the highway network in the Borough would exacerbate the problems of congestion, danger, noise and pollution caused by heavy volumes of traffic. If the existing public transport system and remaining capacity in the overall highway network could not accommodate additional trips generated by major proposals, improvements to public transport access to the Airport are seen as necessary to resolve this rather than increasing highway capacity which would increase traffic volumes and exacerbate the associated problems of congestion, noise and pollution. This would also reflect guidance in PPG12.

11.32

Environmental Assessments are required to accompany certain types of application. A new runway or major increase in terminal capacity would be likely to fall in these categories. If an application for significant runway or terminal development were not accompanied by an Environmental Assessment the Council would press for one to be prepared to enable a fuller assessment of the broader environmental impact of the proposal to be made.

11.33

The Council fears that a third parallel runway at Heathrow would result in a big increase in Passenger Air Transport Movements (PATMs)

and passenger handling capacity. As far back as 1990, it was forecast that a third parallel runway would result in 655,000 PATMs annually. Without a new runway, BAA have forecast 458,000 PATMs with a five terminal airport. The Council does not believe that the impacts of a third parallel runway at Heathrow would be consistent with the criteria for Policy T.6.2 and in such circumstances it would oppose such a runway.

POLICY T.6.3 SURFACE ACCESS TO HEATHROW AIRPORT

The Council will promote the provision of public transport, particularly rail services and improved cycle access, to improve surface access to the airport. The Council will object to road proposals if they result in an increase in the overall highway capacity in and around the Borough for through traffic. The Council will continue to promote WLTS and SWELTRAC and other initiatives in order to improve orbital transport in South West London. The Council will also promote better rail links between Heathrow and other airports serving the London area and between Heathrow and other major urban areas providing the existing level of service for stations within the Borough is maintained or improved and there is no unacceptable environmental impact on residential areas adjoining rail links (See also Policy T.2.5).

Reasons

11.34

The airport generates a tremendous number of trips by passengers, their friends and relatives, employees, other visitors and service vehicles. The Council is committed to limiting the overall highway capacity at its present level and will, therefore, encourage the provision of public transport alternatives to road trips to the airport to reduce the use of the Borough's roads by airport related through traffic. At a strategic level, the Council feels it can help Heathrow Airport, within its present capacity constraints, provide a better service to London by pursuing this policy.

POLICY T.6.4 AIRPORT RELATED DEVELOPMENT

Other than in exceptional circumstances, any development at Heathrow Airport, which is directly related to its functioning and operation, must take place within the Airport boundary.

Reasons

11.35

In order to prevent conflict with other planning policies, particularly the retention of the Green Belt, development directly related to the operation of the airport should not spread outside the Airport's boundaries. The Council considers that such conflict would best be avoided if a development strategy were produced by BAA Heathrow setting out the availability of land within the airport boundary to accommodate airport related development.

POLICY T.6.5 AIRPORT RELATED PARKING

Other than in exceptional circumstances, permission will not be granted for the use of land outside the Airport boundary for vehicle parking directly associated with Heathrow.

Reasons

11.36

The expansion of vehicle parking directly related to the Airport outside the Airport's operational boundary poses a threat to the local environment and other land-uses.

POLICY T.6.6 AIRCRAFT NOISE

Development in areas which suffer from significant levels of aircraft noise will be restricted in accordance with the Council's standards (See also Policy ENV-P.1.5 and the Noise SPG).

POLICY T.6.7 PUBLIC SAFETY ZONES AND OTHER OPERATIONAL CONSTRAINTS

Development which is inconsistent with the maintenance of the Airport's Public Safety Zones or with the safe operation of the Airport will not be permitted.

Reasons

11.37

Considerations of noise and safety mean that the type and scale of developments within the Airport's Public Safety Zones (See Map T2), and other areas where aircraft noise is significant, or where development could affect the operation of the Airport, will be restricted. The Department of Transport Circular 1/2002 makes clear that there should be a general presumption against new or replacement development or changes of use of existing buildings within the Airport's Public Safety Zones. In particular, no new or replacement dwelling houses, mobile homes, caravan sites or other residential buildings should be permitted. Exceptions to this general presumption against development are extensions and changes of use which could not reasonably be expected to increase the number of people living, working or congregating in or at property or land beyond current levels, while certain forms of development which involve a low density of people living, working or congregating may be acceptable.

POLICY T.6.8 HELICOPTER LANDING AND TAKE-OFF FACILITIES AND HELICOPTER FLIGHTS

The Council will oppose the development of helicopter landing and take-off facilities in the Borough which lead to an unacceptable level of noise pollution and other adverse environmental impacts. The Council will make representations against development of similar helicopter facilities elsewhere which would lead to an unacceptable level of noise disturbance in the Borough.

Reasons

11.38

Helicopters produce considerable noise nuisance and the development of landing or take off facilities for helicopters in the Borough would increase the nuisance to residents arising from helicopters. The development of helicopter facilities elsewhere, particularly in London, could also have an impact on Hounslow as a number of preferred routes pass over or pass very close to the Borough. The Council will also press for greater planning controls over the permitted temporary use of sites for helicopter landings and take-offs for a maximum of 28 days per annum.

