

Public Examination into the Haringey Core Strategy June 2011

Indicative Matters and Issues for Examination

Hearing 2

Matter 4

Is the advocated approach to sustainable transport the most appropriate strategy within the context of the Borough? Does the evidence support sufficiently the premise that the approach will be effective?

- i The approach to sustainable transport is considered to be the most appropriate strategy within the context of the borough.
- ii Throughout the preparation of the Core Strategy, three broad policy options for Transport were considered and appraised as part of the Sustainability Appraisal process.
- iii **Option 1:** To meet strategic objectives through provision of public transport and road network capacity to meet anticipated future demand. This option was rejected because to meet all anticipated future demand for travel by merely seeking to expand capacity is not considered sustainable for financial, economic and environmental reasons. Option 1 was not chosen because the provision of additional public transport and highway capacity in London is expensive. With much of the highway network at capacity in Haringey during the working day it is not considered feasible to meet anticipated demand as experience has shown that in such a scenario expanded highway capacity is matched by increases in road traffic with no net benefit to the community. It is also contrary to Government policy.
- iv **Option 2:** To support private car ownership and usage. This option goes against government policy to reduce reliance on the private car. Option 2 was rejected also. Car ownership provides mobility benefits for those people who have access to a car. However, the encouragement of private car ownership and usage would lead to worsening road conditions such as general delay and unreliability for journey times, adverse environmental impacts such as air pollution and noise and delay more efficient users of the road such as buses. The cost to society in terms of road accidents would be increased with increasing volumes of traffic. Government policy as expressed in PPG13 is aimed at reducing travel by car. It is the Council's view that we should promote effective alternatives to private car journeys to allow people access to jobs, services and other destinations.

- v Through the sustainability appraisal process the above options were appraised, leading to the preferred option below.
- vi **Preferred Transport policy** - To support economic regeneration, improvements to safety and security on transport networks, reduce car dependency and use, combat climate change and improve environmental quality, the Council will:
- promote public transport, walking and cycling (including minimum cycle parking standards)
 - seek to locate major trip generating developments in locations with good access to public transport
 - reduce the need to travel by integrating transport planning and land use planning
 - promote improvements to public transport interchanges and infrastructure
 - adopt maximum car parking standards
 - seek to mitigate the impact of road based freight and promote alternatives
 - support measures to influence behavioural change
 - require the submission of transport assessments and travel plans for large scale proposals in line with TfL guidance.
- vii The proposed policy is consistent with PPG13 and the London Plan. Promotion of public transport, walking and cycling in the preferred option recognises that the travel needs of the borough, both now and in the future, can be met by improvements to public transport provision especially when most journeys originating in the borough are short- 60% of all trips by Haringey residents are less than 3km and 48% of all car journeys are less than 3km. The option is consistent with the Mayor's Transport Strategy and Sub regional North London Transport Plan. TfL's Business Plan sets out their projects and programmes until 2018. Investment in public transport and cycling features prominently in the Plan.
- viii Reductions in car usage can be achieved by behavioural change. Government research in 2005 showed that such work can potentially reduce urban peak hour traffic by 21% and off peak traffic by 13% assuming intensive demand management work over a 10 year period. Management of road traffic can contribute to reducing car ownership and usage. Parking controls can influence car ownership by significantly increasing the cost of parking permits for households with more than one car. Car clubs have been shown to reduce individual car ownership and usage. It has been estimated that one car club car can take the place of up to 10 privately owned cars.

1. Issue 4.1

To what extent is the Core Strategy and SP7 in general conformity with both the London Plan and its draft replacement? Is the CS approach to transport [and parking] consistent with these documents and PPG13?

- 1.1 SP7 of the Core Strategy focuses on promoting sustainable travel and making sure all development is properly integrated with all forms of transport, reflecting the Mayor's overarching approach to improving transport in London. The Core Strategy and SP7 Transport is in general conformity with the London Plan and its draft replacement as stated below.
- 1.2 SP7 aims to promote key transport infrastructure proposals to support Haringey's regeneration and local/strategic access to London in accordance with London Plan Policies 3C.11 *Phasing of transport infrastructure provision and improvements* and 3C.12 *New cross-London links within an enhanced London National Rail network* and the draft replacement London Plan Policies 6.2 *Providing public transport capacity and safeguarding land for transport* and 6.4 *Enhancing London's transport connectivity*.
- 1.3 The Core Strategy policy also aims to improve local place shaping and environmental and transport quality and safety by promoting sustainable travel options (public transport, walking and cycling, including minimum cycle parking standards), promoting car sharing and establishing car clubs, adopting maximum car parking standards, requiring the submission of transport assessments and travel plans for large scale proposals in line with TfL guidance. These proposals are all in general conformity with London Plan Policies 3C.3 *Sustainable transport in London*, 3C.1 *Integrating transport and development* and draft replacement London Plan Policies 6.1 *Strategic approach*, 6.3 *Assessing transport capacity*, 6.9 *Cycling*, 6.10 *Walking* and 6.13 *Parking*.
- 1.4 The Core Strategy approach to transport and parking is considered consistent with the London Plan and its draft replacement. The London Plan and its draft replacement approach includes a focus on reducing the need to travel especially by car, improve capacity and accessibility by public transport, walking and cycling, supporting development with high levels of trips only at locations with high levels of public transport and supporting measures that encourage shifts to more sustainable modes of transport.
- 1.5 PPG13 sets out parking and transport policies with a focus on promoting more sustainable transport choices, promoting accessibility by public transport, walking and cycling and reducing the need to travel especially by car.

- 1.6 With the Inspector's agreement, the Council are proposing a number of further minor changes to the Transport chapter of the Core Strategy to properly reference PPG13 and the London Plan.

Further Proposed Minor Changes

Add the following to the last sentence of paragraph 4.4.1 on page 105: *"..., in line with the Government's transport objectives set out in PPG13 Transport and the Mayor of London's strategic approach in the London Plan.*

Insert the following into the introductory paragraph of SP7: *"In line with London Plan Policies 3C.1, 3C.2, 3C.11 and 3C.12, the Council will, working with its partners,..."*

Insert the following into the second part of SP7: *"In line with the London Plan, the Council will, working with its partners,..."*

Insert new sentence at the end of paragraph 4.4.6 to read:

"In order to cater for the bulk of London's forecast increased demand for travel arising from population growth, the London Plan, Policy 3C.11 (and replacement London Plan Policy 6.2) , has identified a number of transport schemes to co-ordinate improved public transport capacity as closely as possible with development priorities and phasing. Although SP7 identifies the improvements relevant to Haringey, further detail of their phasing are set out in Appendix 3".

Add the following to the last sentence of paragraph 4.4.10 on page 109: *"also reflecting London Plan Policy 3C.3 Sustainable Transport in London and draft replacement London Plan Policy 6.10 Walking".*

Insert a second sentence in paragraph 4.4.14 to read: *"In line with London Plan Policy 3C.1 and its draft replacement Policy 6.9, Haringey will work with all relevant partners to bring about a significant increase in cycling in the borough".*

Add 'Planning Policy Guidance (PPG) 13 Transport' to Key evidence and references on page 110.

2. Issue 4.2

Is there sufficient flexibility in the CS approach to car parking standards? How will these reflect the advice of PPG13 and PPS4?

- 2.1 The Core Strategy supports maximum car parking standards and minimum cycle parking standards. Although specific car and cycle parking standards are not provided within the Core Strategy, our

emerging Development Management DPD will set out in detail cycle parking standards and maximum car parking standards with the exception of car parking provision within Restricted Conversion Areas.

- 2.2 PPG13 sets out maximum parking standards for a range of land uses. PPG13 offers scope for more restrictive parking standards. Our emerging car parking standards are more restrictive than those set out in PPG13 to reflect the good access to public transport throughout the borough which provides an effective alternative to car use.
- 2.3 PPS4 Policy EC8: *Car Parking for non-residential development* requires Councils to set out maximum car parking standards for non-residential development. As noted above our parking standards are maximum parking standards with the exception of disabled parking and cycle parking which are minimum standards.

3. Issue 4.3

Should the Council prioritise walking and cycling as modes of transport? Should the CS indicate a road user hierarchy?

- 3.1 The London Plan and the draft replacement London Plan both put emphasis on the role of walking and cycling in enhancing transport capacity and accessibility. In addition the Mayor's Transport Strategy considers walking and cycling [particularly the latter] as having a key role in delivering MTS outcomes. Considerable investment is being made by the Mayor to support more cycling in the capital. Haringey's CS promotion of walking and cycling to deliver quality and healthy places and action on climate change is fully in line with these strategic policies and plans.
- 3.2 The report of the panel on the draft replacement London Plan EiP recommends a road user hierarchy for boroughs. This is considered a more detailed issue for the Core Strategy and will be carried forward by the Council in its emerging Development Management DPD.

4. Issue 4.4

Does the CS address adequately the role of cycling within the Borough? Monitoring indicators adequate?

- 4.1 The first question is addressed in the response to Issue 4.3
- 4.2 We are required to monitor cycle mode share as part of the assessment of our Local Implementation Plan. We have set a target of 3% mode share for cycling by 2013/14 and 5% mode share by 2026, supporting the Mayor's targets in the MTS. The annual London Travel Demand Survey would be used to assess progress. We are also monitoring delivery of cycle parking as part of the LIP process.

- 4.3 In addition we will be undertaking traffic counts as part of the TfL's funding for our Biking Borough strategy. This will measure changes in cycle volumes over the period 2011-2014.

5. Issue 4.5

Will the CS change proposed with regard to rep 424 be effective?

- 5.1 Rep 424 from Haringey Federation of Residents Association relates to the amendment included in the Council's response "Planning will use their powers to limit the attraction of such vehicles to local streets and a sentence will be added to this effect".
- 5.2 It is considered that the proposed amendment is not practicable and, with the Inspector's agreement the Council proposed to remove this from its response.

6. Issue 4.6

Should the CS adopt a default approach to speed limits on residential streets?

- 6.1 The Council's Overview and Scrutiny Panel considered the issue of 20mph speed limits and zones. The panel supported 20mph speed limits on side roads and recommended the Council carries out a borough wide consultation on the proposal and to establish a pilot 20mph zone in a town centre.
- 6.2 As the issue of a default speed limit on residential side roads has not yet been resolved we are not proposing to amend the Core Strategy to adopt such an approach. Our response to the rep from Chris Barker and to Friends of the Earth Tottenham and Wood Green has been amended to reflect the current position.

7. Issue 4.7

Are matters of air quality within the Borough evidenced robustly and addressed adequately?

- 7.1 It is considered that matters of air quality within Haringey are addressed adequately in the Core Strategy.
- 7.2 The Council has developed a series of strategic objectives that take forward the Sustainable Community Strategy's strategic outcomes and set out the basis for the Core Strategy and its key policies. One such strategic objective identified to deliver the Sustainable Community Strategy outcome 'An environmentally sustainable future' is "To manage air quality within the borough by travel planning,

promotion of walking, cycling and public transport, and promoting the use of more sustainable modes of transport". Strategic Policy 7 Transport and SP14 Health and Well-being seek to deliver this objective.

- 7.3 Although paragraph 4.4.8 of the Core Strategy refers to the Council's Air Quality Action Plan and the fact that further detail on environmental protection is set out in the Development Management DPD and the Sustainable Design and Construction SPD, the Council is proposing a further change to adequately address the issue of air quality in the borough. Replace paragraph 4.4.8 with the following text:

"The whole of the borough of Haringey is an Air Quality Management Area (AQMA) for the pollutants of NO2 (Nitrogen Dioxide) and PM10 particulates being one of the most prominent air pollutants). The dominant source of NO2 and PM10 emissions in Haringey is road transport with a variety of other sources contributing emissions. This has implications for air quality which is being addressed through the measures outlined in the Council's Air Quality Action Plan. Haringey is already taking action to reduce existing pollution and to prevent new pollution. For example, monitoring has identified hotspots of poor air quality in the borough. As part of the requirements to control and reduce potential or actual pollution resulting from development in the borough, developers will be required to carry out relevant assessment and set out mitigating measures in line with the national guidance. Further detail on the Council's approach to environmental protection is set out in the Development Management DPD and the Sustainable Design and Construction SPD".

- 7.4 Furthermore, as part of the proposed minor changes, the Council suggested that text be inserted into paragraph 7.1.26 of the Health and Well-being chapter of the Core Strategy to further address the issue of air quality in the borough and how it impacts on health and well-being. To strengthen this link, the Council is proposing a further proposed minor change at the end of paragraph 4.4.8 to read: *"Please see SP14 Health and Well-being".*

8. Issue 4.8

How does the Core Strategy relate to TfL Business Plan?

- 8.1 TfL's current business plan covers the period 2009/10 to 2017/18. Specific proposals from the Business Plan are set out in SP7 Transport of Core Strategy. These include the following:
- improvements to the Piccadilly, Victoria and Northern lines including new trains, new signalling and new control centres;
 - improvements to overground routes along Barking – Gospel Oak line that service the centre and east of the borough;

- access and interchange improvements at Finsbury Park station;
- improvements to interchange at Tottenham Hale;
- improvements to the Tottenham gyratory.

9. Issue 4.9

Is there a need to cross reference CIL more clearly with regard to the provision of transport infrastructure?

- 9.1 It is deemed appropriate to cross reference the outcomes of the Council's Community Infrastructure Plan (CIP) and the key Infrastructure Programme and Projects in Appendix 3 of the Core Strategy more clearly with regard to the provision of transport infrastructure in the supporting text of SP7.
- 9.2 With the Inspector's agreement, the Council propose the following further minor change, after paragraph 4.4.19 on page 110:

"The provision of transport infrastructure

The North London Sub Regional Transport Plan published by TfL in 2010 identified the transport challenges facing Haringey and the other north London boroughs of Enfield, Waltham Forest and Barnet. The Plan identifies the measures to meet these challenges including enhanced rail and underground capacity and unfunded schemes such as the Chelsea – Hackney line and four-tracking of the West Anglia Main Line; better management of the road network through, for example, management of planned events and better traffic control systems; encouraging mode shift from car to walking and cycling such as through smarter travel; improvement to interchanges at Finsbury Park and Tottenham Hale and improvements to accessibility and connectivity.

Through the Council's Local Implementation Plan [Transport Strategy] investment would be made between 2011 and 2014 in our town centres of Wood Green and Green Lanes, on local safety schemes, environmental measures, cycling schemes such as Greenways and local cycle routes and smarter travel behavioural change programmes. This investment would support the predicted increases in housing and employment.

Please see Appendix 3 Key Infrastructure Programme and Projects and the Council's Community Infrastructure Plan for a list of key transport improvements/infrastructure provision required to support the delivery of the Core Strategy over the 15 year period. The setting of a CIL will help to marry the clearly identified needs and gaps with appropriate funding to meet any existing or projected gaps. This funding will come in part, from the future CIL for the borough".