

## **Background Paper - Needs Assessment – Transport**

**Last updated: 13 September 2013**

### **1. Policy Background National**

Key policies within the National Planning Policy Framework, relevant to transport are

- There should be encouragement for sustainable development, based on the 3 roles – economic, social and environmental (para 7);
- Plans should meet objectively assessed needs
- Policies should recognise and seek to address barriers to investment including any lack of infrastructure and Identify strategic sites for local investment, including priority areas for infrastructure provision (para 21), also allocate sites for appropriate uses within town centres to support their vitality and viability (para 23),
- Proposals should consider viability and deliverability (paras 21, 173, 174)
- There should be positive planning for community and local facilities (para 70), achieve places which promote social interaction, safe and accessible environments and high quality public space (paras 61 and 69), reducing the need to travel and allowing for the use of sustainable transport (paras 29 and 30) and reducing emissions (para 95);
- Parking standards (para 39),
- The need for new infrastructure should be established, including for strategic and nationally significant infrastructure in the local area (para 162);

### **Regional**

[The Mayor's Transport Strategy 2010](#) sets out six goals to deliver sustainable transport benefits. These are:

- Support economic development and population growth,
- Enhance the quality of life for all Londoners,
- Improve the safety and security of all Londoners,
- Improve transport opportunities for all Londoners,
- Reduce transport's contribution to climate change and improve its resilience, and
- Support delivery of the London 2012 Olympic and Paralympic Games and its legacy.

Proposals to achieve these goals include: Implementing Crossrail, Improving suburban and National Rail links, Keeping the bus network under review, Improving interchange between various modes of transport, Smoothing traffic flow with new traffic control systems, Making more use of the river for transport, Improving the accessibility of the transport network, improving cycling and walking and Creating better, more attractive streets.

There are various other relevant Mayoral strategy and policy documents, which will also be taken into account as appropriate.

**The London Plan - July 2011** takes forward the Mayors Transport Strategy in a planning context. Included are the following policies relevant to transport:

### **Integrating transport and development**

#### **POLICY 6.1 Strategic Approach**

Sets out the Mayors intention to work with all relevant partners to encourage the closer integration of transport and development through various means set out in sections a)-j), including locating development to reduce the need to travel by car, improving public transport, walking and cycling, improving interchange, and encouraging the use of the Thames for transport . Listed schemes in table 6.1 affecting the Borough include:-

**Table 6.1 Indicative list of transport schemes – those affecting LBRuT**

Scheme	Description	Anticipated completion		
		2010–2012*	2013–2020†	Post 2020
Chelsea Hackney line (Crossrail 2)	Enhanced southwest – northeast London capacity and connectivity. Scheme detail to be reviewed to ensure maximum benefits and value for money			
London Overground	Further train lengthening			
Southwest London	Ten-car capability on inner suburban and Windsor lines (HLOS CP4)			
Southwest London	Further capacity increases			
Improved access to enhanced rail services	For example, enhanced bus services and interchange at selected Crossrail and/or Thameslink stations			
Airtrack	Link South West Trains network to Heathrow (part-funded)			
Station refurbishment/modernisation programme	Continuing programme of refurbishment/modernisation of stations			
Bus network development	Regular review of bus network, including reviews of the strategic priorities underlying the process approximately every five years, (linked to programme for review of the London Plan) to cater for population and employment growth, maintain ease of use, attractive frequencies and adequate capacity, reliable services, good coverage and good interchange with other modes. This would include possibilities for further East London transit schemes			
Bus priority	Implementation of bus priority measures to maintain service reliability			
Additional cycle parking	Around 66,000 additional cycle parking spaces in London			
Cycling initiatives in Outer London town centres	Biking boroughs and potential radial cycle highways, additional parking, cycle hire schemes, etc			

Scheme	Description	Anticipated completion		
		2010–2012*	2013–2020†	Post 2020
Access to stations and surroundings	Targeted programme of works to improve accessibility and personal security on walk and cycle routes to stations and bus stops			
Improved road management to smooth the flow of traffic	Measures to smooth traffic flows, manage congestion and improve journey time reliability for all people and freight movements, and maximise the efficiency of the road system from a business and individual perspective			
Promote the use of Thames and other waterways for freight movement	Enable freight access to waterways			
Promotion of freight best practice	Development and incentivisation of membership of the Freight Operators Recognition Scheme and develop functionality of the freight information portal			

**KEY to Table 6.1 Indicative list of transport schemes and proposals**

anticipated completion	*2012 for TfL Schemes and 2014 for Network Rail Schemes (as per HLOS CP4)		
	†2013 for TfL Schemes and 2015 for Network Rail Schemes (post HLOS CP4)		
	HLOS CP4: High Level Output Statement for Control Period 4 – the Government’s railway investment programme for the period 2009-2014.		
funding	<table border="1"> <tr> <td>funded</td> <td>unfunded</td> </tr> </table>	funded	unfunded
funded	unfunded		

Source: Transport for London October 2010 (as updated)

**POLICY 6.2 Providing Public Transport Capacity and Safeguarding Land for Transport**

Sets out Mayors intention to work with strategic partners to improve the integration, reliability, quality, accessibility, frequency, attractiveness and environmental performance of the public transport system, ensure safety, increase capacity and ensure adequate safeguarding for the specific schemes listed in table 6.1, requires Boroughs to ensure the provision of sufficient land, suitably located, for the development of an expanded transport system to serve London’s needs by:

- a safeguarding in DPDs existing land used for transport or support functions unless alternative facilities are provided that enables existing transport operations to be maintained
- b identifying and safeguarding in DPDs sites, land and route alignments to implement transport proposals that have a reasonable prospect of provision, including those identified in Table 6.1.

**POLICY 6.3 Assessing effects of Development on Transport Capacity**

Requires that the impact (including cumulative impact) of development proposals on transport capacity should be fully assessed, and that Boroughs should take the lead in exploiting opportunities for development in areas where appropriate transport accessibility and capacity exist or is being introduced and. facilitate opportunities to integrate major transport proposals with development in a way that supports London Plan priorities.

## **Connecting London**

### **POLICY 6.4 Enhancing London's Transport Connectivity**

Sets out the Mayor's intention to work with partners to develop effective cross-boundary transport and to improve the public transport system in London including cross-London and orbital rail links to support future development and regeneration priority areas, and increase public transport capacity by various means, those most relevant are:

- implementing Crossrail,
- enhancing the different elements of the London Overground network to implement an orbital rail network
- developing the Chelsea–Hackney line (Crossrail 2) later in the plan period seeking improved access by public transport to airports, ports and International rail termini providing new river crossings
- DPDs should identify development opportunities related to locations which will benefit from increased public transport accessibility.

### **POLICY 6.7 Better Streets and Surface Transport**

Sets out the Mayor's intention to work with TfL and boroughs to implement Londonwide improvements to the quality of bus, bus transit and tram services. DPDs should promote bus, bus transit and tram networks, including:

- allocating road space and providing high level of priority on existing or proposed routes
- ensuring good access to and within areas served by networks, now and in future
- ensuring direct, secure, accessible and pleasant walking routes to stops
- implementing TfL's Accessible Bus Stop Design Guidance
- ensuring standing, garaging and drivers' facilities are provided where needed
- making provision for retaining or creating new interchanges where appropriate.

### **POLICY 6.9 Cycling**

Sets out the Mayor's intention to work with all relevant partners to bring about a significant increase in cycling in London, so that it accounts for at least 5 per cent of modal share by 2026. DPDs should identify and implement safe and convenient direct cycle routes to town centres, transport nodes and other key uses such as schools and implement secure cycle parking facilities

### **POLICY 6.10 Walking**

Sets out the Mayor's intention to work with all relevant partners to bring about a significant increase in walking in London, by emphasizing the quality of the pedestrian and street environment, including the use of shared space principles – promoting simplified streetscape, decluttering and access for all. DPDs should: identify, promote and complete the relevant sections of the strategic walking routes shown on Map 6.3, as well as borough routes and accessible, safe and convenient direct routes to town centres, transport nodes and other key uses

### **POLICY 6.11 Smoothing Traffic Flow and Tackling Congestion**

DPDs should develop an integrated package of measures drawn from the following:

- a promoting local services and e-services to reduce the need to travel
- b improving the extent and quality of pedestrian and cycling routes
- c making greater use of the Blue Ribbon Network
- d improving the extent and quality of public transport

- e developing intelligent transport systems to convey information to transport users
- f developing integrated and comprehensive travel planning advice
- g promoting and encouraging car sharing and car clubs
- h smoothing traffic flow to improve journey time reliability
- i applying corridor management to ensure that the needs of street users and improvements to the public realm are dealt with in a co-ordinated way
- j promoting of efficient and sustainable arrangements for the transportation and delivery of freight.

### **POLICY 6.12 Road Network Capacity**

The Mayor supports the need for limited improvements to London's road network, whether in improving or extending existing capacity, or providing new links, to address clearly identified significant strategic or local needs.

### **POLICY 6.13 Parking**

The Mayor wishes to see an appropriate balance being struck between promoting new development and preventing excessive car parking provision that can undermine cycling, walking and public transport use. With respect to LDF preparation, car-free developments should be promoted (while still providing for disabled people) in locations with high public transport accessibility and in town centres where there are identified issues of vitality and viability, the need to regenerate such centres may require a more flexible approach to the provision of public car parking to serve the town centre as a whole.

## **Local Policy**

### **Core Policy**

#### **For a Sustainable Future**

**CP1 Sustainable Development** – includes the principles of appropriate location of land uses to reduce need to travel by car, making the best use of land and reducing environmental impact.

**CP3 Climate Change** – Adapting to the Effects – includes restricting development, including infrastructure in areas of high flood risk

**CP5 Sustainable Travel** – includes measures to reduce the need to travel, safeguarding and allocating land for transport, measure to promote cycling and walking, measures to reduce the impact of traffic and pollution, parking provision and encouragement of sustainable travel

## **Development Management Plan**

### **Meeting People's Needs – Transport and Parking**

**Policy DM TP 1 Matching Development to Transport Capacity**

**Policy DM TP 2 Transport and New Development**

**Policy DM TP 3 Enhancing Transport Links**

**Policy DM TP 4 Integration of different types of Transport and Interchange Facilities**

**Policy DM TP 5 Taxis and Private Hire Vehicles**

**Policy DM TP 6 Walking and the Pedestrian Environment**

**Policy DM TP 7 Cycling**

**Policy DM TP 8 Off Street Parking - Retention and New Provision**

**Policy DM TP 9 Forecourt Parking**

## **Corporate Plan**

The Section entitled “A Green Borough: Local Diversity and Quality Planning” includes commitments:

- Ensuring that transport planning in the borough reflects the needs of local residents and businesses and that schemes are only undertaken for safety reasons or if they have the support of the community by developing a simpler approach to traffic and transport issues in the borough, easing unnecessary regulatory controls.
- Improving footpaths and roads through additional investment.
- Assisting residents to cut CO2 emissions

The Section entitled “A Borough open to visitors: Fair Parking” includes the aim for a balanced transport policy that is fair to the motorist, cyclist and pedestrian alike, including a “Fair Parking” policy. The Council will seek to work with partners to improve public transport in the borough with improvements to rail stations and bus stops and improving road safety with a particular emphasis on “safer cycling” thereby promoting freedom of choice on travel and making the borough accessible to all.

**The Local Implementation Plan (LIP)** is a statutory document that is a borough wide and local area transport strategy that details how the Council’s transport objectives contribute towards the implementation of key priorities set within the second Mayor’s Transport Strategy (MTS2). The LIP also reflects the transport needs and aspirations of the people of Richmond, set out in its locally set objectives and indicators. The Council published its second Local Implementation Plan in 2011 (LIP2)<sup>1</sup>, this sets out the Council’s transport objectives and delivery proposals for 2011/12 to 2013/14 and provides direction of travel on longer term proposals to implement the MTS2 over the 20 year horizon, 2011-2031. The Council’s LIP2 provides the main basis for the assessment of the transport infrastructure requirements.

The objectives of the Richmond LIP2 will guide the way the Council will deliver transport improvements across Richmond over the lifetime of Richmond’s second LIP:

1. To support and maintain the economic vitality of local shops and the Borough’s thriving town and local centres.
2. To improve the local environment and quality of life for all residents of the Borough.
3. Improving safety for all road users.
4. Enhancing transport choice and reducing congestion.
5. Developing a transport system that is resilient and reflective of local needs and aspirations.
6. Deliver the “Uplift Strategy” for the regeneration of five particular areas across the Borough.
7. Improve the accessibility, efficiency and attractiveness of transport Borough wide, thus increasing social inclusion.

The next LIP, LIP3 will be subject to consultation in summer 2013, this background paper will be updated accordingly and new proposals therein will be taken into account in the Site Allocations Plan.

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<sup>1</sup> LBRuT Second Local Implementation Plan for Transport (2011-2014);  
[http://www.richmond.gov.uk/second\\_local\\_implementation\\_plan.pdf](http://www.richmond.gov.uk/second_local_implementation_plan.pdf)

## 1.1 Supplementary Planning Guidance/Documents, including site briefs

Whilst all adopted SPGs and SPDs will be applied with respect to any development proposal coming forward in the Site Allocations Plan, the following SPGs/SPDs are considered to be most relevant with respect to transport:-

- Car Club Strategy
- Front Gardens and other Off Street Parking Standards
- Transport SPD (draft)

Details of all adopted SPGs/SPDs can be found on the [Council's planning policy web pages](#).

## 2. Research and Evidence

As an outer London Borough the transport facilities are well developed, with the A316 (Great Chertsey Road) and A 205 (South Circular Road) trunk roads (part of the Transport for London Road network).

There is a total of 393 kilometres of public highway in the borough including 13 kilometres of the Transport for London Road Network (TLRN). The Council is the highway authority for all but the TLRN and Crown Roads. The hierarchy of roads is used as the basis for land use planning, traffic and environmental management measures; the road hierarchy is based on the following broad categories:

- a) Transport for London Road Network (TLRN)
- b) Strategic Route Network (SRN)
- c) London Distributor
- d) Local Roads
- e) Local Distributor Roads
- f) Local Access Roads
- g) Crown Roads – Those roads running through the Royal Parks

There are high levels of traffic, including through traffic, which has led to significant road congestion particularly in the morning and evening peaks. However, around 24% of households do not have a car. This accounts for approximately 41,500 people. Whilst much of the area has good public transport accessibility levels (PTAL), there are a few areas with lower levels, such as parts of Ham and Petersham, and areas in the extreme west of the Borough.

The Council's LIP2 (referred to above) provides the main basis for the assessment of the transport infrastructure requirements, as follows.

Major Schemes are a key focus of the Mayor of London, a number of major schemes are proposed in the borough: Richmond Town Centre, Twickenham Town Centre, Whitton Town Centre (High Street), however these are likely to be complete or nearly complete before the Site Allocations Plan is adopted.

In relation to roads and highways the following initiatives will be introduced:

- Focus on managing the existing network as best as possible through both technological means and environmental changes that encourage other modes of transport where there are reasonable alternatives.
- Minor traffic management schemes to improve traffic flows and improve the street scene through rationalisation of signing and road markings.

- Good state of repair and maintenance of roads and footpaths, including the renewal of carriageways and footways, new and well maintained street lighting with the overall aim of delivering improved streetscape and public spaces.
- Use of technology in managing speeds: move towards systems which inspire compliance from the motorist, not relying on penal and/or engineering measures; speed management, implementation of Speed Indication Devices within borough to manage speeds at key locations.
- Reducing the impact of new developments: new traffic management funded by developer contributions; layouts will be designed that decrease the permeability of a new development at the same time increasing its pedestrian and cycle permeability.
- Network Management Duty: co-ordination of work on the public highway; maintenance of the register of adopted roads; network condition survey; inspection of statutory undertakers works following works carried out on the public highway; monitoring street works in progress ensuring compliance with Health and Safety; reporting all defective apparatus which are the responsibility of statutory undertakers; Asset Management Adoptions of Highways; Council participation in TfL's Traffic Management Forum in order to take on best practice and comply with the Network Management Duty.
- Freight: where lorry traffic exceeds the local environmental capacity of an area, then the Council will consider a range of measures to reduce lorry numbers. Support initiatives to promote the use of local suppliers can also reduce road freight mileage.
- Environmental improvements that both reduce speeds of traffic and improve the surrounding environment; including review of street furniture
- Travel Plan support for schools and workplaces and funding of school based initiatives.
- Increase safety by using CCTV at key transport interchanges

The majority of these initiatives will support proposal sites within the Site Allocations Plan, but not result in any proposal sites in their own right. The following environmental Improvement will be included within the Plan

- **Mortlake High Street** – reduction of carriageway width, creation of separate cycle lane as alternative to riverside route, connections to existing cycle routes at either end (proposal was in UDP, has been slightly modified since then)

With respect to the overground and underground railways the following will be introduced:

- Rail Station Interchange Improvements to improve public transport.
- Improve disabled access at transport interchanges and other bus and train stations, particularly in the specific areas which are considered to be in most need of uplift (Mortlake, Whitton, and a larger development scheme at Richmond).
- Ongoing programme to deliver accessibility improvements at rail services.
- Partner South West Trains and London Underground/Overland on improvements to stations across the Borough.
- December 2011 Richmond upon Thames Council agreed outline planning permission for a new replacement railway station at Twickenham.



The larger of these will result in Site Allocations proposals for improved interchange facilities, at present expected to be:

- **Whitton and Mortlake – all improved interchange facilities, Richmond – a development site to include further station and interchange improvements.**

Historically there has been protection for the line of a former railway route which brought coal through the waterworks land at Hampton to the Coal wharf. This will continue to be protected

- **Hampton former light railway – protection of route line (as part of Hampton Waterworks site)**

With respect to measures for buses LIP initiatives will support proposal sites within the Site Allocations Plan, but not result in any proposal sites in their own right, with the exception of:

- **The Stag Brewery, Mortlake** – bus stopping/turning facility to serve the new development and replace the bus station at Avondale Road.

With respect to measures for cyclists and pedestrians, the following initiative will result in site specific proposals within the Site Allocations Plan:

#### **“Mini-Holland” for the bike, TfL Scheme**

Richmond is one of the Outer London boroughs invited to bid to become “mini-Hollands” for the bicycle. Overall, £100 million has been made available and up to four outer boroughs will be chosen for substantial investment, with very high spending concentrated on a relatively small area for a genuinely transformational impact. The programme’s main aim will be to replace the thousands of short local journeys by car that could easily be cycled instead. If this is successful, the target boroughs could see dramatic reductions in traffic, air pollution and pressure on parking. At a minimum, there will be major improvements to the winning boroughs’ public spaces and town centres.

The schemes in each successful borough will include, but not necessarily be limited to:

- A substantial redesign of the main town centre to make it genuinely excellent for cyclists.
- Redesigns of some of the secondary town centres.
- New cycle and pedestrian bridges across major roads, railway lines or waterways, where necessary, to overcome physical barriers that divide the borough.
- A network of good cycle routes radiating out from the main town centre, and secondary centres, to other parts of the borough, paralleling all the main local travel routes.
- Redesigns of problem junctions where they are used by cyclists.
- A good commuter route from the borough to central London.
- Cycle super-hubs, with large amounts of secure cycle parking, at local railway stations.
- Work with major retailers to promote cycling.

Boroughs are also encouraged to put forward any other ideas they may have to improve cycling.

The Council has submitted a bid including the following measures

- Cycle/walking bridge across Thames from Twickenham to Ham
- New cycle route parallel to railway from Hampton to Twickenham
- New cycle route parallel to railway from Whitton to A316
- Bridge/tunnel over A316 near Harlequins

None of these proposals are sufficiently advanced to be included within the Site Allocations Plan at this stage, however the bridge from Twickenham to Ham is mentioned within the Core Policy, CP 5, to be investigated.

Parking surveys are undertaken from time to time. The occupancy levels of off street car parks are monitored regularly and on street parking monitored as required, for example if there is a particular development proposed or if a CPZ is proposed. Currently the Core Policy CP5 is to discourage commuter parking, limit any further expansion of parking in town and local centres and manage the controls to help maintain the vitality and viability of the centres. The exceptions, in CP8 are Whitton and East Sheen where additional parking may be required as part of retail schemes and any other large new development would have to provide sufficient parking to meet its own needs without causing unacceptable overspill onto the streets. No new stand alone car parks are therefore proposed within the Site Allocations Plan unless to meet the exceptions described above.

### **Consultation**

Relevant stakeholders are consulted on the LIP, LIP 2 was subject to consultation in Feb 2011, then amended prior to submission in May 2011. The next LIP, LIP3 will be subject to consultation in summer 2013, and amended prior to submission later in the year.