

Background Paper – Transport Statement

Planning

17 January 2024

(to accompany submission of the Local Plan Publication (Regulation 19) Version

Richmond Local Plan – Transport Statement

Summary

This Statement is produced in support of the London Borough of Richmond upon Thames (LBRuT) emerging Local Plan. It concludes that the cumulative impact of development proposed in the Plan is unlikely to have a material, strategic impact on the public transport system or highway network. This conclusion is based on forecasts of household, employment, land use and travel change – and taking account of the policies within the London Plan, the Mayor of London’s Transport Strategy and the Council’s Local Implementation Plan. It consolidates information from the Mayor of London’s Transport Strategy, the Council’s Local Implementation Plan, the emerging Local Plan and other sources. It is produced partly in response to comments received during the Draft Local Plan period of public consultation from National Highways and neighbouring Councils regarding the limited information provided concerning the impact of development on the transport system.

1. Household forecasts

- 1.1 The London Plan 2021 sets a housing target for LBRuT of 411 homes per annum (2019-2041), of which a minimum of 57% is expected from smaller sites. This equates over the 22 year period to 9,042 homes with a minimum of 5,154 from smaller sites. About half of this supply (4,250-4,800) is expected to be delivered during the early part of the lifetime of the Local Plan spread across the broad areas as set out below (Table 17.1 in the [Publication Local Plan](#), with more details set out in the Housing Delivery Background Paper).

Table 17.1 Indicative net housing completions by area

Area	Wards ⁽¹⁾	Approximate No of units
Richmond	South Richmond; North Richmond; Kew	1,100 – 1,200
Ham & Petersham Neighbourhood Area	Ham, Petersham and Richmond Riverside ⁽²⁾	300 - 400
Twickenham	Twickenham Riverside; St Margarets and North Twickenham; South Twickenham; West Twickenham	1,100 – 1,200
Teddington and the Hamptons	Hampton North; Hampton; Fulwell and Hampton Hill; Teddington; Hampton Wick	900 – 1,000
Barnes and East Sheen	East Sheen; Mortlake and Barnes Common; Barnes	800-900
Whitton	Whitton; Heathfield	50-100

2. Travel Demand Forecasts

- 2.1 [Transport for London's Travel Demand Forecasts](#) takes data from TfL's strategic transport model – MoTion (Mode of Tavel in London) to provide an overall forecast of travel demand to/from London. MoTion provides forecasts of the number of trips, their origins and destinations, and their modes of transport. The forecasts reflect TfL's most up to date position on a range of data sources. The forecasts are typically refreshed on an annual basis and the data presented here stems from the 2022 Annual Update of the MoTion suite, version 3.1.
- 2.2 TfL produce two fully modelled forecasts for future planning:
- A Planning Forecast (formerly known as the Reference Case) for travel demand in London with a high office return and London's population reaching 10.8 million by 2041.
 - A Hybrid Forecast drawn from emerging evidence on how London is changing.
- 2.3 Both forecasts contain the same portfolio of investment limited to only those schemes that are funded and committed. The Planning Forecast includes a modest increase in working from home compared to pre-pandemic forecasts, with levels of online shopping remaining as forecast before the pandemic and London getting back on track for achieving pre-pandemic projections of population growth by 2041. The Hybrid Forecast, however, incorporates evidence on how London is changing:
- the latest population and employment projections, following a more central trend than the Planning Forecast
 - more working from home for office workers, particularly for those on high incomes and for offices in central London
 - a greater shift towards online shopping with people making fewer but more local shopping trips
 - greater flexibility to undertake leisure trips as part of the working day due to more home working
 - slightly higher relative car ownership, largely due to lower house building and a small minority of the population who are reluctant to return to public transport after the pandemic
- 2.4 From a planning perspective, the Planning Forecast reaches London Plan levels of growth by 2041, the Hybrid Forecast aligns to the 2022 central GLA growth projections. As the emerging Local Plan is based on delivering new housing and employment growth as set out in the London Plan, and taking into account latest trends, the use of these forecasts is considered relevant.
- 2.5 This Statement considers primarily the predicted change in travel demand between 2019 and the 2041 Hybrid Forecast. However, for robustness, the 2041 Planning Forecast is also considered where its forecasts would result in greater pressure on the transport system.

- 2.6 The forecast is for an increase in the number of households from 84,610 in 2018 to 97,641 in 2041 (hybrid forecast). This is an increase in households of 15% compared with a Londonwide predicted increase of 32%. Only 3 London local authority areas are predicted to have lower household growth. The 2041 planning forecast predicts slightly lower household growth.

3. Car ownership forecasts

- 3.1 The TfL forecast predicts a reduction in car ownership in LBRuT from 103 cars per 100 households (2019) to 95 cars per 100 households (2041 hybrid forecast), assuming the delivery of the London Plan standards for parking. This reduction in the car ownership rate is 8%, against a forecast Londonwide reduction of 15%. When applied to the number of households, the number of cars owned by households is forecast to increase by 6.4%, from 87,148 in 2019 to 92,759 in 2041 (or 7.4% (93,575) if the planning forecast is used)

4. Employment forecasts

- 4.1 The number of jobs in LBRuT is forecast to rise marginally from 89,650 in 2019 to 90,017 in 2041 (hybrid forecast).

5 Motor Traffic in Richmond upon Thames

- 5.1 The change in motor vehicle traffic volumes in Richmond upon Thames is shown in the chart below. Motor traffic volumes peaked in 2003 when 577.2million miles were travelled on the roads. In 2019 (pre-pandemic), traffic volumes were 5.6% lower than in 2003. In 2022, traffic volumes were 13% lower than 2003.

Figure 1 – Motor Traffic Volumes in Richmond upon Thames ([Department for Transport](#))

Traffic statistics > Local authorities > Richmond upon Thames

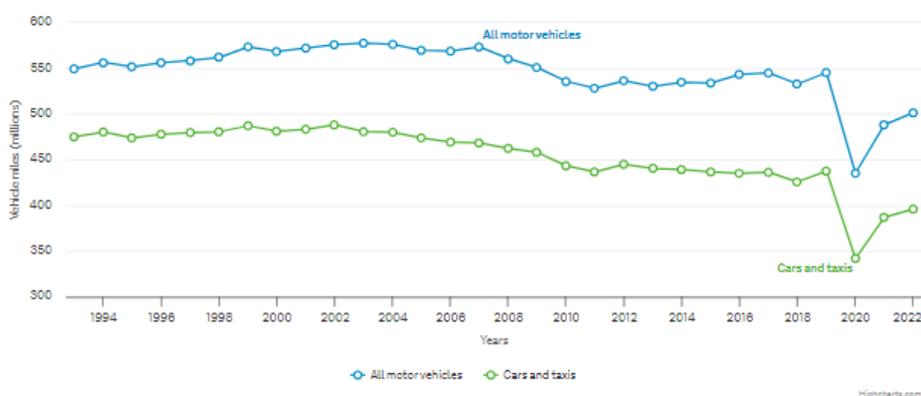
Local authority Richmond upon Thames

Region: [London](#)
 Count points: 117
 Time period: 2000 to 2022
 Source: [Road traffic statistics](#)

0.50 billion vehicle miles were travelled on roads in Richmond upon Thames in 2022.

Annual traffic by vehicle type in Richmond upon Thames

Traffic in Great Britain from 1993 to 2022 by vehicle type in vehicle miles (millions)



5.2 Whilst an increase in motor traffic volumes can be expected in future years as the recovery from COVID is maintained, it is considered highly unlikely that during the period of the Local Plan the accumulative impact of household and employment growth within Richmond and the wider area could result in an increase in motor traffic volumes to a point where traffic volumes would be greater than they have been in the past. Moreover, it should be remembered that the reduction in motor traffic between 2003 and 2019 took place despite this period seeing an increase in population in the borough and wider south-east.

5.3 TfL’s latest forecasts are particularly revealing. As can be seen from the table below, car and motorcycle traffic are forecast to reduce in the period to 2041 (Hybrid Forecast) and nowhere is this fall in traffic greater than within Richmond upon Thames. If the 2041 Planning Forecast is used, daily car and motorcycle trips generated in Richmond upon Thames would decrease by a negligible 200 (0%).

Table 1 - Change in Car and Motorcycle daily trips 2019 to 2041 (Hybrid Forecast)

From Borough	Change in Daily Trips	Change in Daily Trips %
Hammersmith and Fulham	7,300	7%
Barking and Dagenham	9,700	6%

Newham	8,400	4%
Tower Hamlets	-3,600	-2%
Greenwich	-5,600	-2%
Brent	-8,000	-3%
Merton	-8,000	-4%
Havering	-14,700	-5%
Hounslow	-13,900	-5%
Barnet	-22,800	-5%
Redbridge	-16,700	-5%
Croydon	-23,800	-6%
Southwark	-9,300	-6%
Ealing	-19,600	-6%
Wandsworth	-14,300	-6%
Harrow	-19,100	-7%
City of London	-1,900	-7%
Enfield	-27,600	-7%
Waltham Forest	-15,900	-8%
Bromley	-37,100	-8%
Kingston upon Thames	-37,100	-9%
Hillingdon	-36,400	-9%
Haringey	-15,000	-9%
Lewisham	-17,500	-9%
Kensington and Chelsea	-11,600	-9%
Hackney	-10,800	-10%
Bexley	-27,800	-10%
Camden	-15,330	-11%
Sutton	-27,500	-11%
Westminster	-17,400	-11%
Islington	-12,600	-12%
Lambeth	-19,500	-13%
Richmond upon Thames	-30,700	-14%

Localised impacts of motor vehicle trip generation

- 5.4 Whilst in general terms traffic volumes are forecast to fall or at least remain fairly stable during the period of the Local Plan, there is the prospect of localised increases in traffic flow. Local Plan policies that seek to constrain new car parking would minimise additional motor vehicle trip generation. Increases are most likely to occur on the highway network and at junctions adjacent to the larger development sites in the Borough. These increases would be mitigated through the planning application process, with the Council

and GLA/TfL requiring appropriate highways and public transport mitigation. In the wider Mortlake area, there are several major applications or potential applications as shown in table 2.

Table 2 – Cumulative motor traffic arising from Mortlake and surrounding area developments

Development site	Predicted motor vehicle trips AM peak	Predicted motor vehicle trips PM peak
Mortlake Brewery*	328	223
Barnes Hospital	22	9
Homebase, North Sheen**	62	26
Kew Retail Park***	n/a	n/a
Total (exc. Kew Retail Park)	412	288

*gross figure which excludes any adjustment for traffic that was previously generated by the Brewery

**gross figure which excludes motor traffic previously generated by Homebase (which was greater than that predicted from redevelopment of the site)

***at pre-app, there is currently no planning application

- 5.5 The scale of motor traffic predicted from development in the Mortlake area is considered unlikely to have strategic impact, representing a small proportional increase in traffic. Other transport interventions, such as the implementation of the Ultra Low Emission Zone, parking management, roadworks and, particularly, the closure of Hammersmith Bridge, would be expected to have far greater impact on traffic volumes within Richmond than development (e.g. according to TfL the closure of Hammersmith Bridge displaced some 25,000 vehicle trips daily, including adding some 8,000 vehicles to the Chalkers Corner junction). Moreover, the Brewery development would account for virtually all net motor traffic growth from development in the Mortlake area and has already been assessed three times by the Council and TfL as being acceptable in highway terms, subject to appropriate conditions and obligations.

Strategic traffic/highway impact on other authorities' networks

- 5.6 Forecast daily change in car and motorcycle trips between Richmond upon Thames and surrounding local authority areas is as shown in table 3 below. As can be seen, the proportion of personal private motor traffic originating in Richmond and terminating in Kingston, Hounslow and Wandsworth reduces between 2019 and 2041. The proportion of traffic originating in Richmond and terminating in Berkshire, Hampshire and Surrey is broadly neutral. There is an increase in the proportion of journeys originating in Richmond and terminating in Hammersmith and Fulham. In absolute numbers, the increases

and reductions in traffic moving between Richmond and surrounding areas are considered small. It is concluded that any significant changes in traffic volumes in neighbouring authority areas would be due to changes made at a local level in those areas and/or changes made at regional/national level, and not due to changes attributable to Richmond Council including Richmond based development.

Table 3 - Forecast daily change in car and motorcycle trips in neighbouring authority areas

	2019 (base)			2041 Planning Forecast				2041 Hybrid Forecast			
	Total trips*	From Richmond		Total trips*	From Richmond			Total trips*	From Richmond		
		trips	%		trips	change	%		trips	change	%
Hammersmith and Fulham	128,700	3,000	2.3	158,200	4,100	+1,100	2.6	140,000	3,500	+560	2.5
Hounslow	281,180	25,800	9.2	304,100	26,500	+700	8.7	266,000	22,700	-3,100	8.5
Berks, Hants and Surrey	607,500	22,100	3.6	675,800	24,800	+2,700	3.7	591,100	21,000	-1,100	3.6
Kingston	202,600	15,500	7.7	212,700	15,600	+100	7.3	186,500	13,000	-2,500	6.9
Wandsworth	220,900	7,800	3.5	222,000	7,300	-500	3.3	204,000	6,600	-1,200	3.2

*total terminating trips (includes those trips originating within the same borough)

- 5.7 The above assessment demonstrates that the impact of traffic generation from development is expected to be nil to negligible in strategic terms as in table 4.

Table 4 – Estimated impact of development related motor traffic on neighbouring authority highway networks

Authority highway network	Strategic Highway Impact	Comment
Hammersmith and Fulham	Negligible impact	Changes in traffic volumes between Richmond and Hammersmith are considered far more likely to be impacted by local traffic management schemes and demographic change (including employment growth in Hammersmith). The eventual re-opening of Hammersmith Bridge would lead to traffic volumes on a par with previous flows over the Bridge. Hammersmith and Fulham has forecast traffic growth from within its borders (see table 1).

Hounslow	Negligible impact	Development within the Mortlake area could lead to imperceptible increases in traffic in Hounslow. Noting the Site Allocations close to the boundary that may come forward: Kneller Hall expected to require some local highway and traffic management measures, and public transport, to be agreed with TfL; Fulwell Bus Garage expected car-free/low parking due to proximity to bus garage and station; and Homebase expected to be for replacement of a large trip generator. Traffic flows are far more likely to be impacted by development within Hounslow itself and non-development interventions (e.g. TfL traffic management schemes on the red routes and bridges)
Kingston	No impact	There are no major development sites located in the proximity of Kingston. Traffic generated from sites (e.g. Ham regeneration) would be expected to dissipate quickly and have no material impact in surrounding areas.
Wandsworth	No impact	The reopening of Hammersmith Bridge would reduce traffic volumes within Wandsworth. Traffic generated from development in Richmond upon Thames would dissipate

		quickly and have no material impact upon Wandsworth.
Surrey (including Spelthorne and Elmbridge)	No impact	There are no strategic developments in proximity to Surrey. Hampton Court Palace, Bushy Park and the adjacent areas of Hampton are not subject to increased significant levels of traffic flow arising from development.
Transport for London Road Network	Low impact	The impact upon Chalkers Corner and the nearby red routes arising from the Mortlake Brewery redevelopment has already been assessed by TfL as satisfactory, subject to agreed mitigation. No other development of similar scale near the TLRN is expected but individual applications may require appropriate mitigation as requested by that organisation.
National Highways	No impact	The A316 connects to the M3 in Surrey. Development within Richmond upon Thames of the scale discussed within this note would have no material impact upon the National Highways network.

5.8 Figure 1 above indicates that an increasing proportion of total motor traffic is made up of vehicles other than cars and taxis – pointing to an increase in commercial vehicles, deliveries and servicing. Table 1 excludes changes in commercial traffic which, on current trends, would see a small increase during the lifetime of the Plan. This points to a need to ensure suitable servicing and delivery space is included within new development, as is proposed by emerging Local Plan Policy 48.

Changes in highway capacity

- 5.9 It is noted that flat or falling levels of motor vehicle traffic do not necessarily result in reductions in congestion or journey times. This is because highway capacity is not a constant. Changes in the numbers of road crossings, traffic management schemes, speed limits, bus and cycle lanes all have the effect of reducing highway capacity for general motor traffic. When highway capacity is released as a result of less private vehicular traffic, it may be reallocated towards more sustainable and vulnerable road users. Stripping out the effects of the pandemic and closure of Hammersmith Bridge, it is broadly considered that there has been no material change in journey times since 2003 – i.e. reductions in vehicle traffic have not been accompanied by corresponding reductions in congestion.
- 5.10 There are no highway works envisaged during the lifetime of the plan that would make significant, materially changes to highway capacity within the Borough. It is expected that the Council would continue to reallocate highway space to sustainable and vulnerable users (e.g. in the form of additional cycle lanes) but this would be at a local level and have marginal to no impact at a strategic level.

6. Impacts on public transport

- 6.1 TfL's forecasts for changes in public transport trips are shown in Table 6 below.

Table 6 - Forecast changes in public transport trips (2019-2041)

From Borough	2019 to 2041 (Hybrid Forecast)		2019 to 2041 (Planning Forecast)	
	Change in Daily Trips from 2019 %	Change in Daily Trips from 2019	Change in Daily Trips from 2019 %	Change in Daily Trips from 2019
Newham	32%	114,300	54%	190,500
Barking and Dagenham	15%	20,600	37%	50,100
Tower Hamlets	13%	63,400	41%	191,000
Brent	9%	27,800	28%	85,700
Greenwich	9%	22,300	29%	70,700
Ealing	8%	20,600	30%	81,100
Hammersmith and Fulham	6%	15,100	32%	81,900
Hounslow	6%	11,200	28%	55,500
Havering	4%	6,500	25%	36,800
Hackney	4%	12,100	21%	66,000
Barnet	4%	10,300	26%	75,200

Hillingdon	2%	3,900	25%	44,100
Redbridge	1%	2,400	24%	43,200
Kingston upon Thames	0%	200	22%	26,900
City of London	-0%	-200	15%	74,400
Southwark	-0%	-200	21%	101,400
Haringey	-2%	-4,100	18%	47,300
Waltham Forest	-2%	-4,000	17%	36,200
Enfield	-3%	-5,800	14%	27,900
Camden	-4%	-22,600	18%	112,600
Harrow	-4%	-6,600	15%	22,400
Merton	-5%	-8,500	16%	27,300
Croydon	-5%	-13,900	13%	36,300
Wandsworth	-5%	-17,000	12%	38,000
Islington	-6%	-23,900	17%	71,100
Westminster	-6%	-69,400	11%	119,300
Lewisham	-7%	-18,800	14%	37,000
Bexley	-8%	-1,700	11%	14,400
Kensington and Chelsea	-9%	-23,500	7%	17,600
Sutton	-11%	-12,300	7%	7,600
Bromley	-11%	-23,200	7%	13,400
Lambeth	-13%	-54,200	7%	28,800
Richmond upon Thames	-14%	-19,500	7%	9,600

6.2 As can be seen from the table above, Richmond upon Thames is forecast to see the largest percentage reduction in public transport trips (2041 Hybrid Forecast) or the joint smallest percentage increase in trips (2041 Planning Forecast). A change in daily trips of between +9,600 trips and -19,500 trips would require no significant boroughwide change in public transport capacity but may require specific local service interventions to cater for individual development. Indeed, development growth could be important to help arrest possible reductions in overall public transport capacity and to justify support for additional public transport options.

6.3 The table below shows the predicted public transport demand arising from the major developments within the wider Mortlake area as stated within the Transport Assessments.

Table 7 – Cumulative public transport demand arising from major Mortlake and surrounding area developments (AM peak)

Mode (AM Peak hour)	Stag Brewery	Barnes Hospital	Homebase, North Sheen	Kew Retail Park	Total*
Bus	653	11	13	n/a	677
Rail	246	30	32	n/a	308

Underground	82	15	39	n/a	136
Total	981	56	84	n/a	1,121

*excludes Kew Retail Park

Public transport capacity

- 6.4 Between 2014/15 and 2023/24, bus mileage in Richmond upon Thames reduced by 7.1%, or 700,000 kilometres. Since lockdown in 2020, rail services have not recovered to pre-pandemic levels of use or supply, with off-peak services still calling at local Hounslow loop stations every half hour instead of every fifteen minutes. These reductions in services, whilst opposed by the Council and highly undesirable, paradoxically demonstrate that capacity exists within the highway and rail networks to increase services to help accommodate future increases in public transport demand arising from development. This is particularly the case in the Barnes and Mortlake areas where bus and train supply has reduced in recent years. The public transport requirements arising from the Mortlake area developments have already been assessed and agreed (excluding Kew Retail Park). Indeed, as already stated, development may be important to help justify the case for new bus routes and new rail rolling stock - without which public transport supply may at best flatline.

7 Active Travel

- 7.1 TfL forecasts that active travel trips in LBRuT would increase by 16,300 trips per day between 2019 and 2041 (Planning Forecast) and reduce by 3,300 trips per day (2041 Hybrid Forecast). The proportion of all trips by active travel would increase.
- 7.2 The Council would continue to implement policies and projects aimed at supporting and increasing levels of active travel. These policies and projects are as set out in the Council's Local Implementation Plan (2019) and more recently a [paper](#) was presented to the Council's Transport and Air Quality Committee in November 2022 setting out current short term priorities.

8. Local Implementation Plan Targets

- 8.1 The Council has several mandatory transport targets as approved by the Mayor of London in 2019 which would help ensure sustainable development and modal shift as follows:

Objective	Metric	Borough target	Target year	Comment
Londoners' trips to be on foot, by cycle or by public transport	Mode share	62%	2021	Proportion of sustainable trips is increasing. Absolute numbers of car and public transport trips are forecast to fall.
		75%	2041	
Reduce the volume of traffic in London	Vkm	5-10% reduction	2041	
Reduce car ownership in London	Total cars owned	78,700	2021	Current projection is that cars owned will increase but cars per household will reduce
		75,100	2041	
More trips by public transport	Trips per day per borough of residence	116,000	2021	Dependent upon improved public transport offer in borough and increased demand
		160,000	2041	

9. Conclusion

- 9.1 The Local Plan includes transport policies aimed at supporting sustainable development, specifically reductions in car parking supply and support for active and sustainable travel modes.
- 9.2 Changes to travel demand within Richmond upon Thames are expected to be influenced by local, regional and national transport policy to a far greater degree than the impact of local development. In recent years, the introduction of ULEZ, the closure of Hammersmith Bridge, greater coverage of parking control, changes in rail and bus capacity, and the closure of roads in the Royal Parks have brought about changes in travel patterns. The respective costs of motoring and public transport also influence travel choice. In this wider context, the potential impact of relatively modest levels of development in Richmond upon Thames upon the transport system is considered small.

- 9.3 Notwithstanding the conclusion that development within Richmond upon Thames is not expected to have a strategic impact on transport outside the Borough, the Council is committed to securing improvements to transport within the Borough, including an increase in travel options and opportunities, to help mitigate the impact of development at a local level. This includes improvements to local highways and support for measures that encourage the use of active travel and sustainable modes.
-