

DOCUMENT LBR3C

THE LONDON BOROUGH OF RICHMOND UPON THAMES

**TOWN AND COUNTRY PLANNING ACT 1990 – SECTIONS 226(1)(a) AND
226(3)(b)**

LOCAL GOVERNMENT (MISCELLANEOUS PROVISIONS) ACT 1976

ACQUISITION OF LAND ACT 1981

**THE LONDON BOROUGH OF RICHMOND UPON THAMES (TWICKENHAM
RIVERSIDE) COMPULSORY PURCHASE ORDER 2021**

AND

**APPLICATION FOR A CERTIFICATE PURSUANT TO SECTION 19 AND
SCHEDULE 3 ACQUISITION OF LAND ACT 1981**

**SUMMARY PROOF OF EVIDENCE ON BEHALF OF THE
ACQUIRING AUTHORITY**

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HIGHWAYS & TRANSPORT

THE LONDON BOROUGH OF RICHMOND UPON THAMES

FOR PUBLIC INQUIRY JUNE 2023

1. INTRODUCTION

- 1.1 My name is Nick O'Donnell. I am a Fellow of the Chartered Institute of Highways and Transportation and have been practising for 27 years. I have 14 years' experience of operating at a senior level in local government managing all aspects of transportation and highways.
- 1.2 I have prepared this summary proof of evidence in support of the London Borough of Richmond (Twickenham Riverside) Compulsory Purchase Order 2021 (the Order), which was made on 11 October 2021 subject to the Proposed Modifications. The Modified Order is necessary to acquire all freehold and leasehold interests in the land and buildings at Nos. 1 and 1b King Street, the Gardens, the majority of which is subject to a lease to the Twickenham Riverside Trust ("the Trust"), to facilitate the comprehensive redevelopment of the land in and around Twickenham Riverside TW1 ("the Scheme").
- 1.3 The Planning Application redline boundary is shown on Map E **(CD4.E)** (the Scheme Land).

2. SCOPE OF EVIDENCE

- 2.1 My evidence in relation to the Modified Order covers the transport and highway-related aspects of the Scheme. I describe the Planning Permission **(CD 3.40)**, and the planning conditions that were secured to mitigate its impact to an acceptable degree in accordance with Para. 110d of the National Planning Policy Framework (NPPF); the current transport network the Scheme is located within; and use the separate Appendices I have produced to explain how the area will be improved and negative transport and highway safety impacts mitigated. I then explain how the transport and highway-related aspects of the scheme perform against national, London-wide, and local planning policies. Finally, my evidence addresses the transport and highway-related objections to the Order/Modified Order.

3. BACKGROUND

- 3.1 The Council in its capacity as local planning authority (LPA) granted planning permission (reference 21/2758/FUL) (the Planning Permission **(CD 3.40)**) on 21 December 2022 for the Scheme.
- 3.2 The documents submitted in support of the Planning Application included a transport assessment with appendices that included an on-street vehicular parking stress survey, completed as part of a review of on-street parking in the Central Twickenham Controlled Parking Zone (CPZ) by the Council's Parking Policy team, a Stage 1 Road Safety Audit (RSA) of the proposed changes to the highway layout and regulation of vehicular parking and movement along Water Lane, Wharf Lane, and The Embankment, and a travel plan, were submitted to the Local Planning Authority in August 2021 **(CD 3.14, Parts 1-6, and CD 3.15)** and were appraised by Transport Officers in October 2021. Officers made a number of transport and highway safety-related comments and discussed the proposals at length with the applicant's Transport Consultants. In response, the applicant submitted an updated transport assessment, Stage 1 Road Safety Audit, together with a Designer's Response, and swept path analyses, in October 2022 **(CD 4.8)**. Transport Officers considered the updated information, and in light of this approved the highway works in principle, and recommended that from a highways perspective the Planning Application could be approved, subject to the following planning conditions (which are set out in **CD 3.40**):

U0146063: Highways and Transport Matters

Prior to the commencement of development, a scheme detailing the necessary changes to the highway layout on King Street, Water Lane, The Embankment, Wharf Lane, and the service road, to be approved by the Local Planning Authority, and development to commence only in accordance with the approved details.

- 3.3 Appendix 1 of the Proof and The General Arrangement Plan (**CD 3.36**) show the physical works in more detail. The condition also provides:

The above scheme to include details of the Experimental Traffic Management Order required under S6 of the Road Traffic Regulation Act 1984 to implement changes to the regulation of vehicular movement and parking on King Street, Water Lane, The Embankment, Wharf Lane, and the service road, and any stopping up orders.

- 3.4 **Appendix LBR3B(2)** of the proof shows details of the changes proposed to vehicular movement and parking in the above highway which will be done via the Experimental Traffic Management Order (ETMO) process. The changes the EMTO will bring about were approved by the Council's Transport and Air Quality Committee on 15 June 2021 (**CD 3.14, Part 6**). The Scheme also requires highway to be stopped up under S247 of the Town and Country Planning Act 1990 to allow part of the curtilages of the western and eastern building to be constructed and to allow a ramped access to part of the Future Designated Open Space to be built. The draft Stopping Up Order (SUO) was advertised between 2 February 2023 and 2 March 2023 and received 18 objections, none of which are from statutory consultees, and all of which relate to matters the Council believes were discussed at the planning application stage and can be mitigated appropriately. The plan showing the areas of highway the Council needs to stop up has been included at **CD 4.6**.

- 3.5 **Condition U0146064: Highway Matters** states that a Stage 2 RSA of the highway works, an Equality Impact Assessment (EINA) on the parking, servicing and access proposals, as well as details of the location of the street-traders bay on The Embankment, and a plan detailing the maintenance of the privately maintained public realm shall be approved by the Local Planning Authority prior to development commencing.

- 3.6 **Condition U0146065 NS25 Servicing and Delivery Plan** states that a detailed servicing and delivery management plan for all land uses within the Scheme must be

approved by the Local Planning Authority before the Scheme is first occupied. A framework delivery and servicing plan has been approved in principle as part of the Planning Application.

3.7 **Condition U0146114 NS77 Car parking permits** states that a scheme which will preclude all residential and commercial occupants of the development from obtaining vehicular parking permits within any CPZ or Council-managed car park within the Borough of Richmond must be approved by the Local Planning Authority before the development can first be occupied.

3.8 **Condition U0146115** states that a scheme which will provide access to a local car club for all of the first residential occupants of the Scheme for three years from their first occupation of the site must be approved by the Local Planning Authority before any of the residential dwellings can be occupied.

3.9 **Conditions U0146116 and U0146117** state that commercial and residential travel plans must be approved by the Local Planning Authority before that aspect of the Scheme can be occupied. A framework travel plan was approved in principle as part of the planning application.

3.10 **Condition U0146046: Construction Logistics Plan** states that a detailed construction logistics plan must be approved by the Local Planning Authority before development of the Scheme can commence. A framework construction logistics plan was approved as part of the planning application.

4. CURRENT TRANSPORT NETWORK

4.1 In section 5 of the proof I describe the existing highway layout surrounding the Scheme, the public transport network, and the on-street vehicular parking arrangements. Regarding the existing highway layout, I have used the photographs in **Appendix LBR3B(4)-LBR3B(11)** to help me do this.

4.2 Although King Street and London Road provide a high quality network for pedestrians and cyclists, and although the occupants of the Scheme will benefit from a public transport network that has a Public Transport Accessibility Level (PTAL) of 5 (good) (see **Appendix LBR3B(12)** and **Appendix LBR3B(13)**), the photographs show that Water Lane, The Embankment, and Wharf Lane are dominated by motor-vehicles, due to there being 14 on-street vehicular parking bays for residents only, 51 bays which are shared by residents and pay and display motorists, 11 for pay and display motorists only, and 7 commercial parking bays, on the roads to surrounding the Scheme Land. I have provided a map showing the layout of the current Central Twickenham CPZ as **Appendix LBR3B(14)**. I set out how the Scheme will change this so that pedestrians, cyclists, and vulnerable road users are given priority in the new highway layout shown in Appendix LBR3B(1), whilst making sure that servicing needs of the Scheme and of existing residents and businesses are met.

5. IMPLEMENTATION OF HIGHWAY WORKS

5.1 As set out in **Appendix LBR3B(1)**, a key change to the layout and operation of the highway on Water Lane, The Embankment, and Wharf Lane will be that the current clockwise one- way system for vehicular traffic along these three roads will end, and two-way vehicular traffic would be implemented on Wharf Lane and Water Lane , and along The Embankment. However, part of the Embankment shown in Appendix LBR3B(1) would be closed to vehicular traffic except for between the hours of 07.00 – 10.00 every day. This would be controlled using bollards or barriers that would be operated by the Council. I have included a photograph of Church Street at its northern end as **Appendix LBR3B(8)**, where a similar arrangement currently operates. Service and Emergency Service vehicles that might need to access The Embankment after 10.00 that cannot turn at the southern ends of Wharf Lane and Water Lane, would be able to contact the Council in advance of their journey to ask them to open the barriers in certain circumstances.

5.2 A total of 82 vehicular parking spaces would be removed (81 within the Scheme, one other elsewhere within the CPZ) and would be replaced by 7 on-carriageway and three inset loading bays (see **Appendix LBR3B(2)**), one motorcycle parking bay, one licenced street traders bay, and two on-street blue badge disabled vehicular parking bays. As set out in Para. 8.3 of the proof, the applicant has used the nationally recognised TRICS database to forecast the serving needs of the Scheme and has completed surveys of the areas to ascertain the current servicing needs of residents and businesses on Eel Pie Island.

5.3 All of the above changes would be implemented by an ETMO under S6 of the Road Traffic Regulation Act 1984. However, there will also be physical changes to the layout of the highway to make the bell-mouths at the junctions of King Street/Water Lane, King Street/Wharf Lane, and Wharf Lane/the service road, wide enough to enable the two largest vehicles that are forecast to need to access the Scheme area on a regular basis to pass each other. As set out in **Appendix LBR3B(1)** and **CD 3.36**, (highways general arrangement plan), surface changes, raised tables, the addition of planters, seating, and short-stay cycle parking stands, as well as changes to the streetlighting, are all proposed to make motorists slow their speeds and to give pedestrians and cyclists priority within and around the Scheme Land to enable the Council to achieve its planning and regeneration objectives. The physical highway works and proposed ETMO (see **Appendix LBR3B(2)**) have been approved in principle during the planning process and will be considered in detail before development can commence.

6. SCHEME PERFORMANCE AGAINST PLANNING AND TRANSPORT POLICY

6.1 In Section 7 of the proof I assess the Scheme's performance against relevant national, London, and local planning policies. The planning policies related to transport which the Scheme has been assessed against before planning permission was granted are:

- 6.1.1 Paras. 110-112 of the National Planning Policy Framework (NPPF) (2021) **(CD 2.01)**;
 - 6.1.2 Policies T4-T6 of the London Plan (2021) **(CD 2.02)**;
 - 6.1.3 Policies LP44 and LP45 of the London Borough of Richmond's Local Plan (2018) **(CD 2.04)** ; and
 - 6.1.4 Paras. 7.5.3.1 of the Twickenham Area Action Plan (2013) **(CD 2.5)**.
- 6.2 The policies in the four documents exist to ensure that developments maximise the opportunities for travel by sustainable modes by providing a high quality, safe, public realm and access to high quality public transport services, while ensuring that developments can be serviced safely. I set out how this is achieved through the new highway layout and ETMO, and therefore why the Scheme complies with the policies noted above.
- 6.3 London Plan Policy T6 and Local Plan Policy LP45 concentrate on reducing the use of the private car through the provision of car-free developments in areas with good public transport accessibility and through the provision of high quality short and long-stay cycle parking. The Scheme will be car-free and has a PTAL of 5. I consider that the Scheme is compliant with the transport planning policies noted above.

7. TRANSPORT RELATED OBJECTIONS TO THE CPO

- 7.1 The Order (and Modified Order) received transport-related objections with the following themes:
- 7.1.1 Impact of the reduction in vehicular parking spaces;
 - 7.1.2 Impact of additional traffic created by the Scheme;
 - 7.1.3 Outstanding Road Safety Audits have not been undertaken; and
 - 7.1.4 Proposed highway layout has adverse impacts.

- 7.2 In Section 8 of the proof I set out how and why the objections raised were issues that were considered extensively at the Planning Application stage and say that the impacts can be mitigated to an acceptable degree in accordance with Para. 110d of the NPPF.
- 7.3 I acknowledge that residential and pay and display vehicular parking bays will be lost from the Water Lane, Wharf Lane, and The Embankment, and that some existing residents may have to park vehicles further away from their dwellings than they currently do, but consider that there are enough spaces within the whole CPZ area to enable them to continue to park their vehicles.
- 7.4 I set out that, because of its car-free nature, and because of the removal of car parking from the above roads, the Scheme will lead to a decrease in the number of trips by private car on The Embankment in comparison to the applicant's baseline assessment.
- 7.5 I explain that the road safety aspects of the proposed highway layout were subject to extensive discussion with Council Officers, and that an updated Stage 1 RSA was submitted in support of the planning application as a result (**CD 4.8**).
- 7.6 I set out how the proposed highway layout gives pedestrians and cyclists priority, and that appropriate planning conditions have been secured to ensure that the highway works will be delivered only after detailed safety issues identified in the Stage 2 RSA have been addressed. Road safety matters have been considered in principle and found to be acceptable.
- 7.7 Finally I show that impacts on access and servicing to the Scheme Land and surrounding areas including Eel Pie Island are addressed and adequately dealt with by the Scheme, the ETMO and the conditions secured on the Planning Permission.

8. CONCLUSION

- 8.1 To conclude, the Scheme received planning permission on 21 December 2022. Planning conditions were imposed to mitigate the impact of the Scheme, including in relation to highway works, ETMO, servicing and delivery, travel plans, construction logistics plans, parking permits and car club membership. These measures will reduce the number of car journeys on the highway bordering the Scheme, and will help give pedestrians and cyclists priority in this area.
- 8.2 This comprehensive list of planning conditions mitigates the transport-related impact of the development to an acceptable degree in accordance with Para. 110d of the NPPF. Therefore, the objections to the planning application and submitted again in response to the Order and Stopping Up Order should not prevent approval of those Orders.
- 8.3 Although King Street and London Road provide a high-quality network for pedestrians and cyclists and the Scheme Land benefits from a very good level of accessibility to public transport services, the Scheme Land itself is dominated by the private car. The Scheme would give pedestrians and cyclists priority in the area while ensuring that the serving needs of the Scheme Land are met.
- 8.4 The Scheme meets transport-related national planning policy objectives set out in the NPPF, London Plan Policy T6, and Local Plan Policies LP44 and LP45.
- 8.5 The Scheme and planning application have already considered and addressed the specific transport-related objections to the CPO.