
ROYAL BOROUGH OF
KINGSTON UPON THAMES

SUPPLEMENTARY PLANNING GUIDANCE

PLANNING AND URBAN DESIGN BRIEF

UDP PROPOSAL SITE 39a :

STATION CAR PARK, SURBITON

PLANNING AND DEVELOPMENT

DIRECTORATE OF ENVIRONMENTAL SERVICES

JUNE 2004

1.0 INTRODUCTION

- 1.1 The Surbiton Station Car Park (see Plans 1 & 2) is identified in the Council's Unitary Development Plan (UDP) First Review Proposed Alterations for Deposit as Proposal Site PS39a and is allocated for residential (including affordable housing), car and cycle parking.

2.0 PURPOSE OF THE BRIEF

- 2.1 This brief provides a framework for the development of this important site in Surbiton district centre, maximising the potential of its highly accessible location.
- 2.2 The brief sets out appropriate uses for the site and railway station, together with access, design and sustainability guidance for prospective developers when preparing planning applications. It has been prepared within the overall planning strategy for the development of the town centre provided by the Council's Unitary Development Plan (UDP), which is currently being reviewed. It also takes account of government and strategic guidance, including the London Plan and the Mayor's Transport Strategy.

3.0 BROAD AIMS

- 3.1 The site offers opportunities to:
- Make effective use of the highly accessible town centre location by encouraging a high density, well designed, sustainable residential development, which maximises the potential of the site.
 - Provide attractive and convenient car, motorcycle and cycle parking for station users.
 - Meet priority needs for affordable housing by providing a range of types and mix of units.
 - Promote a comprehensive, design-led solution for redevelopment, to achieve a distinctive character that improves and unifies the appearance and environment of the area.
 - Incorporate environmentally sustainable features, to reduce energy consumption & promote waste minimisation.
 - Enhance the character of the listed station.

4.0 DESCRIPTION OF SITE AND SURROUNDINGS

- 4.1 The Proposal Site (1.245ha, 3.076ac) (see Plan 2) includes the station car park (1.1ha, 2.72ac), together with the station building and forecourt to the south of the railway. The site is owned and operated by Network Rail. The station car park has 526 spaces and is accessed from Glenbuck Road, via a ramp down from the station forecourt. It is a surface level car park, although the ground level in the car park is below that of the surrounding area.

- 4.2 To the north of the site, the station and the railway is Surbiton district centre (see Plan1), one of the borough's three district centres, which provides shopping, facilities and services for the local community. Surbiton station is an important transport interchange. Improvements for cyclists and pedestrians at the Station, have recently been completed by South West Trains (SWT), in partnership with Transport for London (TfL) and the Council.
- 4.3 To the south and east of the site is a mix of housing ranging from large detached villas in Walpole Road to five storey blocks of flats in Glenbuck Road. The surrounding properties are of varying architectural quality and style.
- 4.4 The southern entrance to Surbiton Station and its forecourt occupies the northern corner of the site. The Station complex is Grade II listed and was built in 1937 by the Southern Railways Architects Department under J R Scott. The station complex is visible from the surrounding areas (see Plan 5). The station forecourt has a poor pedestrian environment.
- 4.5 The station forecourt area is flanked by two and three storey blocks of flats set back from the road frontage. To the north east of the site, the land levels rise towards South Bank. Opposite the station entrance from Glenbuck Road is Glenbuck Court, an imposing five storey block of flats with two circular full height bays.
- 4.6 The five storey Wellington Court and its two level decked car park directly adjoin the site at its south eastern boundary. Cherie Colline Court is an attractive, more recent development with generous balconies, adjacent to Wellington Court. To the rear of the flats a garden area with mature trees abuts the southern boundary of the site.
- 4.7 The site slopes down towards Saxon Close to the south of the site with its four storey blocks of flats. Three storey blocks front Glenbuck Road. The parking to these flats adjoins the southern boundary of the site, stepping down two metres from the site. A terrace of 2/3 storey properties fronts Saxon Close and Glenbuck Road.
- 4.8 The boundary around the site is formed by chainlink and concrete panel fencing.

5.0 PROPOSED LAND USES

Appropriate Uses for the Site are:

- 5.1 Residential including affordable housing. The site's location next to Surbiton Station and with excellent accessibility to Surbiton district centre, makes suitable for relatively high density, well designed residential development, and households with low or no car ownership.
- 5.2 The proposed level of affordable housing should be 50% to accord with the London Plan and Policy H9 of the Proposed First Alterations to the UDP, as proposed to be modified following the UDP Inspector's report. The London Plan sets an overall target of 35% social housing, 15% intermediate provision and 50% market provision. Any proposal for less than 50% affordable housing would need to demonstrate that 50% was not economically viable, taking into account site considerations, development costs, development values, the availability of social housing grant and any other considerations such as proposed community benefits (UDP Policy RES8).

- 5.3 In the case of this site, relevant factors may include:- replacement parking facilities; proposed community benefits e.g nursery, enhancement of the listed station building, station improvements and improvements to pedestrian/cycle access.
- 5.4 Any variation from the social housing/intermediate split within the overall affordable housing proportion will require justification, taking account of local housing needs, any site specific constraints, and the existing tenure mix in the area. The mix of affordable housing, in terms of mix of unit sizes (number of bedrooms) should meet housing needs, and should include a proportion of units designed to wheelchair standard. Affordable housing should be integrated within the overall housing scheme.
- 5.5 The London Plan requires all housing to be built to Lifetime Homes standard and 10% should be designed to be wheelchair accessible, or easily adapted for residents who are wheelchair users.
- 5.6 Car, Motorcycle and Cycle Parking – the existing level of car parking serving the station should be retained (526 spaces), however, development proposals will need to demonstrate the need for retaining the existing level of parking and how this would result in a net gain for sustainable transport modes. It is not considered that an increase in parking could be justified, as this could attract more traffic from further afield, add to local congestion and act as a disincentive to achieving a switch away from the car for travel between home and station. Adequate parking should be provided for disabled people (Ref Policy 3C.22 of the London Plan and UDP Policy T13), together with suitable drop off areas for both disabled residents and station users.
- 5.7 Secure and covered cycle parking should be provided on-site for station users and residents. Motorcycle parking should also be provided.
- 5.8 Other Uses :- Development proposals which also include student housing, a small element of retail/café uses on the approaches to the station; or a community use such as a healthcare facility or a nursery/childcare facility (the London Development Agency [LDA] have recommended investigation into the need for such a facility on the site, Network Rail and SWT have also referred to such a facility) will be considered on their merits and assessed against relevant national, London-wide and local planning policies.

6.0 ACCESS, PARKING AND SERVICING

Access and Internal Road Layout.

- 6.1 It is envisaged that the existing entry to the car park will continue to be the main access to the site. The possibility of securing an additional access to the site from Glenbuck Road, particularly one which would enable one point of access into the site and one point of exit from the site, should be explored.
- 6.2 Within the site, the detailed design of roads, footpaths and cycle routes should emphasise the pedestrian environment, avoid dominance by the car and follow "Home Zone" principles in accordance with the DTLR Traffic Advisory Leaflet 10/01 "Home Zones-Planning and Design".

- 6.3 A transport assessment should accompany development proposals, assessing transport needs and the impact of development. It should identify improvements:- to public transport, including access to the station and buses; pedestrian, cycle and disabled access, including to the district centre, and any traffic management or traffic calming measures that may be required in the surrounding area to mitigate the impact of development proposals.

Car Parking

(a) For the Housing.

- 6.4 The UDP Proposed Alterations (Policy T20 and Appendix 1) set out maximum standards for car parking. The site is next to Surbiton station and has excellent access to buses operating from Victoria Road. This highly accessible location makes it particularly suitable for reduced car parking provision or car free development. A Section 106 legal agreement may be sought in respect of low or car free housing. Measures will be needed to prevent the use of residential parking spaces by station commuters.

(b) Serving the Station

- 6.5 Public car parking should be retained on the site, at least at the same level (526 spaces). Development proposals should take account of the Mayor of London's Transport Strategy and demonstrate the need to retain the existing level of parking and how this would result in a net gain for sustainable transport modes. Development proposals should take account of any operational requirements for parking for the railway and access to the railway tracks. Development proposals should indicate arrangements for managing and operating the car park.

(c) Design of the Car Parking

- 6.6 In order to maximise the development potential of the site, preference will be given to providing parking beneath housing, to maximise development and provide a more attractive streetscape. Any proposals to reduce ground levels by excavation, will need to take account of feasibility, as well as impact on permeability and the quality of the public realm. If a multi-storey car park is proposed, it should be conveniently located to serve the station and would need to be carefully designed to be in keeping with the listed station building and its surroundings. Alternatively, multi-level parking could be provided against the railway line. Parking should be carefully detailed and well lit, with an emphasis on safety and security to meet the standards necessary for a Secure Car Parks Award.

Pedestrian Movement

- 6.7 The pedestrian bridge between the car park and the station must be retained and enhanced as part of development proposals.
- 6.8 The station entrance is a focus for pedestrians and new development should enhance the streets, open spaces and pedestrian routes in and around the site.

- 6.9 Pedestrian routes between the existing car park and residential properties to the south are poor and development proposals should provide improvements. Consideration should be given to the creation of new pedestrian routes between new development and the surrounding streets, including the provision of a pedestrian/cycle route from the western corner of the site through to the station forecourt (see Plan 3).
- 6.10 In order to encourage their frequent and safe use, careful consideration will need to be given to the siting of pedestrian routes in and around the development. They should have good natural surveillance and be bordered by active frontages, with doors, windows and public spaces fronting on to them. The detailed design of pedestrian routes should take account the need for appropriate lighting and the use of quality materials.

Cycle Parking

(a) Serving the Station

- 6.11 Improved secure cycle parking will be required adjacent to the station to encourage cycle use and reduce pressure on car parking. Substantially more cycle parking should be provided, with improved security. Cycle parking should be well designed and located in well lit, public areas where they are highly visible to improve security.

(b) Serving the Housing

- 6.12 The standards for cycle parking for housing in the Proposed Alterations to the UDP, are minimum standards. For this site, proposed cycle parking should be above these standards.

Motorcycle Parking

- 6.13 Provision should be made for motorcycle parking to serve station users and residents.

Servicing

- 6.14 Satisfactory secure servicing should be provided. Service areas should be designed creatively so as not to dominate the layout of the site. The use of pedestrian streets for emergency access and the use for shared surfaces should be explored.

Access for Disabled People

- 6.15 All aspects of the development should make provision for access for disabled people, in accordance with UDP Policy T13 and the Council's Supplementary Planning Guidance 'Access for All'. In particular, access improvements will be required between new development, including car parking, the station, and the district centre, via the pedestrian bridge, for people with mobility difficulties. Improvement should be step free.
- 6.16 An Access Statement will be required showing how principles of inclusive design, meeting the specific needs of disabled people, have been integrated into the development proposals.

7.0 URBAN DESIGN GUIDELINES (see Plans 3-5)

Identity of New Development

7.1 Key design requirements are to:

- Establish a distinctive character for the site, integrating it within its surroundings, and avoiding a monolithic, fortress-like appearance
- Respect and enhance the setting of the listed station building and views of it
- Reflect the varying heights of the surrounding development
- Minimise the noise impact from the railway
- Incorporate principles of sustainability in its construction, layout and access arrangements
- Make imaginative use of hard and soft landscaping and incorporate public art
- Provide a safe, secure and accessible environment for residents, their visitors, car and cycle park users
- Ensure residents have good quality amenity space

7.2 A Design Statement will be required in association with any planning application.

General Guidelines

7.3 The proposed layout of the new development is important and should be based on a network of spaces defined by the buildings, encouraging movement by foot and cycle. The design and location of entrances and ground floor windows should provide active frontages that aid natural surveillance.

7.4 The layout, siting, massing, rooflines, height, proportions, materials and detailed design of development should respect the context of surrounding buildings whilst seeking high quality and innovative design solutions.

7.5 Preference will be given to underground parking in order to maximise the housing potential of the site. However, if multi-storey parking is proposed, it should be located close to the listed station building, but not to dominate it or against the railway line to separate the residential environment from the railway line and station platforms.

The Setting and Views of the Listed Buildings (see Plan 3)

7.6 Development proposals should preserve and improve the setting of the listed building, in terms of both near and distant views. In particular, the backdrop to views of the main station entrance on Victoria Road as seen from Claremont Road will need to be a consideration in terms of the colour, façade and roof treatment of any building fronting the railway line.

- 7.7 development adjacent to the railway platform will need to ensure that the platform is not unduly dominated by the buildings and that the elevational treatment does not have an overbearing impact on the platform.
- 7.8 Around the station entrance, new development will be required to preserve and enhance the setting of the listed building, whilst taking account of functional requirements.
- 7.9 Substantial environmental improvements are required to the station forecourt area, rationalising the parking and creating an attractive and well detailed pedestrian environment.
- 7.10 Proposals should:
- use quality materials that complement the listed buildings
 - provide a detailed landscape scheme
 - include creative public art
 - include a lighting scheme for the listed building, forecourt area and the pedestrian link to the north.

Height and Density Guidelines.

- 7.11 Building heights should be varied to add interest to the site and should take account of the need to respect the setting of the listed station and surrounding residential development (see Plan 4):
- across the central part of the site up to 4 storeys (from existing ground level) may be acceptable
 - at the southern end of the site, buildings should be no more than 3 storeys (from existing ground level), in order to achieve a satisfactory relationship with adjoining properties in Saxon Close and to protect residential amenity
 - adjacent to the railway, development should step back up to a maximum of 4 storeys (from existing ground level)
- 7.12 A residential density in the region of 400-600 habitable rooms per hectare may be acceptable on this highly accessible site, subject to detailed design and amenity considerations. On this basis, the car park site could accommodate some 130-200 flats, depending upon site constraints and other site requirements and uses.

Minimising Noise

- 7.13 The siting of buildings should aim to limit noise and pollution within the site. The siting of the buildings backing on to the railway line, will act as a barrier but should avoid being overbearing to station passengers or harming views from Claremont Road.
- 7.14 Any proposals for multi-storey car parking should be sited adjacent to the railway line and incorporate residential units on the south eastern facades. Any multi-storey car parking in this location will need to step back from the site boundary as it increases in height and incorporate landscaping to soften its impact and deter graffiti.
- 7.15 Noise and Air Quality Impact Assessments will be required in association with planning applications for the site.

Refuse and Recycling Facilities

- 7.16 Adequate space should be provided for refuse storage facilities and for integrated, conveniently located on site recycling facilities.

Incorporating Sustainability Principles.

- 7.17 Development proposals should incorporate sustainability measures, including measures to achieve high standards of energy efficiency, incorporating renewable energy and water sources (heat recovery and water recycling) and reducing reliance on the private car. Development proposals should aim to achieve a Building Research Establishment EcoHomes Environmental Assessment Rating of Good to Excellent. A Sustainability Statement will be required in association with any planning application for the redevelopment of the site. Proposals should take account of the Mayor's sustainability requirements set out in the London Plan and RBK Supplementary Planning Guidance on Sustainable Construction RBK February 2004.
- 7.18 Policy 4B.6 of the London Plan indicates that applications for strategic development should include a statement illustrating how sustainability principles will be met in terms of construction and long term management. This should explain how the development will meet the highest standards of sustainable design and construction, including measures to
- Re-use land and buildings
 - Conserve energy, materials, water and other resources
 - Be bioclimatically designed
 - Reduce the impacts of noise, pollution, flooding and micro-climatic effects
 - Ensure developments are comfortable and secure for users.
- 7.19 Policy Policy 4A.8 of the London Plan concerns the need for an assessment of energy demand of proposed major developments, to demonstrate the steps taken to apply the Mayor's energy hierarchy. Renewable energy should be considered first (preferably to fuel combined heat and power and community heating), then community heating with combined heat and power, then gas condensing boilers and the gas central heating. On all strategic referral applications at least ten percent of the site's energy needs should come from renewable energy and design should incorporate passive solar design, natural ventilation, borehole cooling, vegetation on and adjacent to buildings where technically feasible
- 7.20 The layout and orientation of the buildings should aim to achieve maximum passive solar gain to principle rooms, with features to limit solar gain in warmer weather. Opportunities should be taken to maximise energy gained from solar water heating and/or photovoltaic panels.
- 7.21 The design and layout of the development should achieve acceptable levels of daylight and sunshine; enable sufficient sunlight and daylight to penetrate into and between buildings, and not adversely effect adjoining residential properties (UDP Policy BE12 - Layout and Amenity of Buildings and Extensions).

Landscaping

- 7.22 The provision of effective landscaping with high quality layout, planting and materials is important. The existing surface level car park contains trees covered by Tree Preservation Orders.

7.23 Landscaping should be an intrinsic part of the overall design concept and considered in detail at the outset. A comprehensive landscape strategy for the site will be required, giving details of the open spaces proposed within the scheme as well as details of planting, species and other landscape features.

7.24 More particularly:

- the use of soft landscaping, on balconies and roof terraces, the use of street planting and climbing foliage as well as interesting surfacing will provide a contrast to the built form
- hard surfacing materials and detailing should be chosen to reinforce pedestrian routes and complement building materials
- substantial new tree planting will be required to replace trees lost on the site which are covered by Tree Preservation Orders. Trees should be planted for optimum effect, for example as focal points, to frame views and to provide privacy. Planting on the boundary is particularly important, to soften the railway frontage and to provide a buffer for homes in Saxon Close, and to the rear of Wellington Court and the adjacent decked car park.

7.25 Landscaping proposals should take account of future maintenance and management.

7.26 The incorporation of creative public art should be considered as part of the overall design concept.

Designing Out Crime and Ensuring Safety and Security.

7.27 Development should relate well to its surroundings and not be a gated and divorced from the local area. Design proposals should encourage pedestrian access and movement, create a safe and secure environment with natural surveillance, and avoid “dead” frontages with no doors and windows to reduce opportunities for crime.

Residential Amenity Space.

7.28 A creative approach to the provision of residential amenity space will be encouraged, incorporating balconies and roof gardens. Gardens and spaces around the new development should provide useable amenity space as well as providing visual amenity for residents and for the surrounding development, public streets and spaces. Amenity space should be considered as an integral part of the overall development concept, with particular attention being paid to detailed design and materials and the interface between public and private areas.

8.0 PLANNING OBLIGATIONS

8.1 A Section 106 Planning Obligation will be required in association with major development proposals. It should include the following:

- Affordable housing provision
- Improvements to pedestrian routes and disabled access to the station and its platforms and the district centre via the pedestrian bridge

- Environmental and other improvements to the station and its forecourt area
- Safety and security measures, including CCTV
- A contribution towards education facilities:-

Type of Accommodation	£ (2004 level)
2 bedroom dwelling	1,250
3 bedroom dwelling	2,500
4+ bedroom dwelling	3,125

- A restriction clarifying that residents' of the development will not be eligible for residents' parking permits in surrounding streets

Checklist of Requirements to accompany Planning Application for Major Development

- Design Statement
- Transport Assessment
- Access Statement
- Sustainability Assessment
- Noise and Air Quality Impact Assessment
- Environmental Impact Assessment

Prospective developers should have regard to the Town and Country Planning Environmental Impact Assessment (England and Wales) Regulations 1999 and to the guidance set out in Circular 2/99 and are further advised to contact the Council at an early stage to seek a 'Screening Opinion' on the need for Environmental Impact Assessment and an Environmental Statement in relation to the development proposals.