

Planning Brief RICHMOND STATION

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Richmond Station site: Planning Brief

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1. Introduction and background

- 1.1 The Richmond Station site by virtue of its size, location and accessibility represents the most significant development opportunity within Richmond town centre. The site (Appendix I site plan) lies within the Richmond mixed use boundary and the Central Richmond Conservation Area.
- 1.2 The core site area is owned by Railtrack plc and Optima Properties, the owners of Westminster House. Adjoining properties are in third party ownership (see Section 5). The Council and Railtrack wish to see an appropriate redevelopment of the site to provide an improved transport interchange and a range of town centre uses.
- 1.3 The site is allocated in the emerging Unitary Development Plan (UDP) as a proposal site (Appendix II UDP Review Proposal R7). The aim of this brief is to provide further guidelines for development while recognising the need for some flexibility in respect of matters such as the transport interchange facilities, access arrangements, scheme content and land assembly.
- 1.4 This brief follows ongoing discussions between the Council and Railtrack, as the principal landowner, to discuss key themes and issues relating to development of the site. It was subject to public consultation during summer 2001.
- 1.5 The brief has been adopted as supplementary planning guidance. Any development proposal will be required to have regard to this guidance, which will be a material consideration in determining any planning application.
- 1.6 The Council considers that there are three key objectives for the redevelopment of the site. These are to:
 - make provision for a new high quality transport interchange to provide for convenient movement to and between all types of transport;
 - (b) make provision for a new high quality, mixed use scheme to provide further retail, leisure, and employment opportunities in Richmond town centre; and
 - (c) integrate with, and complement the centre as a whole, in order to maintain and enhance the vitality and viability of the town centre.
- 1.7 The transport interchange must provide a high quality facility that will connect the rail, underground, bus, taxi, cyclist, pedestrian and car facilities and allow easy transfer between the various types of transport. A mixed-use development will provide a range of retail, leisure and employment opportunities on a site that is highly accessible by public transport.

2. The planning policy background

National policy guidance

- 2.1 National policy guidance of particular relevance to this site is included within Planning Policy Guidance relating to General Principles (Note 1), Retailing and Town Centres (Note 6) Transport (Note 13) and the Historic Environment (PPG15). Strategic Guidance for London Planning Authorities (RPG3) and Regional Planning Guidance for the SouthEast (RPG9) are also relevant. The key principles encapsulated in guidance are as follows:
 - promotion of mixed use development;
 - priority to be given to the appearance of development and relationship with the surrounding area;
 - requiring major trip generating development to be sited at locations which are accessible by public transport;
 - enhancing the vitality and viability of town centres;
 - maximising the use of accessible town centre sites.

Local policy context

2.2 The majority of the site that is the subject of this planning brief and identified in Appendix I is allocated in the UDP Review for comprehensive redevelopment for the following uses:

> "Transport interchange /Railtrack concourse/ comprehensive retail/ business use/ community/ entertainment/ residential/ parking" (Proposal Site R7).

- 2.3 Westminster House and O'Neils Public House comprise the remainder of the brief site, consideration may be given to the incorporation of other areas, outside the boundary of this brief within a comprehensive redevelopment scheme. Westminster House is shown as secondary shopping frontage in the Plan. These areas are included in this brief to facilitate the comprehensive and integrated redevelopment of the station site and in particular to ensure the provision of a high quality transport interchange.
- 2.4 The whole of the site is within the Central Richmond Conservation Area and any development should preserve or enhance the character or appearance of the conservation area.
- 2.5 Development proposals for the site will also be considered in the context of the following:
 - the emerging London Plan;

- other key UDP policies (Appendix III);
- the Central Richmond Conservation Area Study;
- the Council's transport strategy; and
- the Council's retail capacity assessment.

3. The development opportunities

- 3.1 The Council considers that there is the opportunity at the Station site to deliver a scheme to meet the following:
 - To provide a new transport interchange linking trains and other forms of transport, including pedestrians and cyclists.
 - To improve facilities and the environment for pedestrians, as well as cyclists and bus, rail, underground and taxi passengers and people being dropped off in cars. This will include addressing issues of safety and security for its users (linked to issues of design, mix of uses and management).
 - To enhance the station as a gateway into the town centre by improving the urban design and setting on the Kew Road. The development would also need to address views into the Station area from the Church Road frontage.
 - To provide a quality mixed use development appropriate to Richmond town centre including retail, leisure and business uses in order to reinforce the vitality and viability of the town centre as a whole and assist in enhancing its strategic role in west London.
 - To reinforce linkages between the transport interchange and the new commercial facilities and Kew Road, Church Road and other adjacent areas, including the main retail area in the town centre, by ensuring ease of access for pedestrians.
 - To create a high quality pedestrian-only public amenity space outside the station building, fronting onto Kew Road in order to enhance the Conservation Area by providing a meeting point, and orientation and information space for users of the station and the town centre.
- 3.2 The Council will work with landowners and developers to ensure that any redevelopment scheme:
 - (a) accords with planning policy requirements;
 - (b) has the support of station users and the local community;
 - (c) addresses operational and technical considerations; and

(d) is viable and commercially deliverable.

4. The key elements of the development scheme

- 4.1 It is recognised that the exact nature, amount and mix of land uses will be dependent on the outcome of feasibility studies by the developer including matters such as operational considerations, land acquisitions and commercial viability. It is acknowledged that in order to be viable any scheme will need to be of significant scale to provide for the substantial costs of over track development, the transport interchange and associated land assembly. The proposed uses will need to be underpinned by market demand in order to create a deliverable scheme.
- 4.2 The key element of the proposal will be the transport interchange.

Transport interchange

- 4.3 A high quality transport interchange must be a fundamental component of the redevelopment. A new interchange provides the ideal opportunity to improve travel links. It must connect pedestrian and cycle facilities, the rail, underground, bus, taxi and car facilities and allow easy transfer between various forms of transport. Car borne access and car parking will be limited.
- 4.4 The new interchange must be a 'state of the art' facility that will benefit all station users. It must provide security and accessibility for all, including access for people with disabilities. A key component of the interchange is expected to be an integrated information system. The Council considers that this will improve the efficiency of public transport, reduce delays and improve the environment of the station.
- 4.5 Specific requirements of the interchange would include;
- 4.6 need to provide quick and convenient linkages between different types of transport;
- improve provision for buses including providing for the future expansion of services;
- segregated areas for different users to minimise conflicts;
- improved bus waiting facilities including covered waiting areas and (as far as practicable) links;
- improved facilities for cyclists (eg covered and secure parking);
- improved facilities for taxis included covered waiting areas (and as far as practicable) links;
- escalator and lift access between levels;

- public conveniences;
- provision of high quality information systems throughout the complex.
- 4.7 Any changes on the Station site should not prejudice future track alterations to provide service improvements.
- 4.8 In addition a scheme could include the following:

Retailing

- 4.9 The Station site is the key development opportunity for Richmond town centre to maintain and enhance its position in the face of competition from other centres, which have improved their retail, leisure and mixed use facilities through new development in recent years.
- 4.10 The site provides an opportunity to further diversify the mix of uses and operators in the town centre to reinforce its overall offer and performance while respecting the distinct character and heritage of the Centre. Development should also complement existing town centre retailing so as to ensure the core retail activity remains at the centre of the town
- 4.11 Richmond town centre currently has a good range of retailing based on a combination of multiple and independent retailers. However, studies show there is capacity for additional retail floorspace in the town centre. Demand also continues to exist from retailers not already present in the town centre and the station provides the key opportunity to provide modern format retailing to meet current retailer requirements.
- 4.12 In addition, it is expected that there will be an element of concourse retailing linked to the station/interchange to meet the everyday needs of users of the station/interchange. Provision of convenience floorspace to meet the day to day shopping needs of residents and visitors will be encouraged.

Leisure

4.13 As retailing itself has become more of a leisure activity, leisure uses have also become more important to town centres. Properly planned and managed, commercial leisure uses create a more attractive and diverse town centre. Leisure uses already play an important role in the vitality and viability of Richmond town centre and it is important that new facilities do not lead to a major shift in leisure activities from the core areas. Additional facilities will need to be compatible with the character of the centre and the amenity of local residents and other users of the centre. The Council is aware that there is demand for representation from multiscreen cinema operators to provide a modern format cinema which could be accommodated at the upper level of a scheme, linked to retailing and other forms of leisure use on the floors below.

- 4.14 The Council anticipates that café/bar and restaurant uses would be included in any development proposals for the site to complement the cinema and retail elements, as well as the transport interchange. Such uses should be focused on the café, bar restaurant sector, rather than purely drinking establishments, which are already well represented in the town. The provision of such uses within the development may relieve the pressure on surrounding residential areas and other parts of the town centre.
- 4.15 In order to protect the amenities of local residents, particularly in Lichfield Court Northumberland Court and Church Road, who could be adversely affected by noise and other activity, the Council will seek to control the hours of use of such facilities through the imposition of conditions and/or the signing of a legal agreement.
- 4.16 Other potential forms of commercial leisure use could include a health and fitness club. The Council is aware that demand exists from a variety of operators in this sector. Again, such a use could be accommodated at an upper level.

Offices

4.17 The accessibility of the site means that it is a good location for office development. The Council is aware that demand continues to exist for good quality office accommodation in Richmond and offices could form part of a mixed use development on the site, subject to the extent of the site area and overall mix of uses.

Residential

4.18 The Council will encourage the provision of residential accommodation on the site. However, it is recognised that there may be legal difficulties associated with providing residential accommodation over operational railway land. In these circumstances opportunities for residential uses elsewhere on the site will need to be fully considered. UDP policies normally require residential developments to include affordable and mobility housing and encourage car free or limited car developments in accessible locations.

Amenity space and community facilities

4.19 In addition to the transport interchange, the Council will welcome the provision of other community uses and facilities within the scheme. The Council envisage that this could take the form of public/tourist information facilities, public conveniences and public space. In particular the Council would welcome the creation of a high quality pedestrian-only civic amenity space outside the station building, fronting onto Kew Road. The provision of this space, possibly immediately in front of the main pedestrian access to the Station, will require sensitive design of the main bus interchange facilities to minimise pedestrian conflict.

5. Site analysis

- 5.1 The nature of the site means that it has a variety of development constraints, which need to be considered and addressed through its development. These can broadly be categorised as follows:
 - physical constraints;
 - ownership issues; and
 - operational constraints.
- 5.2 These are considered below.

Physical constraints (Appendix IV –Townscape Analysis)

- 5.3 Located in Richmond town centre, the site possesses a variety of physical constraints. Issues related to its development, include:
 - the station building on Kew Road, O'Neills PH and other buildings close to the development site are recognised as having architectural and/or historical significance. The station building is classified as a building of townscape merit;
 - physical constraints related to access and construction (particularly in building over the operational railway land);
 - the proximity to and the physical layout of Kew Road at the front of the station, linked to the need to address issues related to the buses, taxis, pedestrians and cyclists;
 - the need to address the lack of any attractive civic amenity space outside the station providing a distinctive sense of arrival in Richmond;
 - the need to consider the impact upon the Central Richmond Conservation Area and the historic core of the town of substantial new development, and for scale and massing to be compatible with the character of the conservation area and the scale of Kew Road and Church Road;
 - limited opportunities for access to car parking and for servicing;
 - levels across the site, including those between the core site area and adjacent roads;
 - the current pedestrian access to the Station from Church Road, which is well used:
 - the proximity to the Church Road Bridge, which is in need of substantial works;

- the need to consider the amenity of local residents particularly in Church Road, and Lichfield and Northumberland Courts
- 5.4 The Council will expect that these issues be satisfactorily addressed in any redevelopment scheme.

Ownership issues

- 5.5 The core site js within the ownership of Railtrack plc and Optima Properties, the owners of Westminster House. Further leasehold interests are owned by St Martins Properties (Plan attached for information), NCP and the Council. Westminster House is located on the north east boundary of the site and is not currently included within the site boundary of UDP proposal R7. However, it is included within the brief to ensure the comprehensive and integrated development of the site, to address in a consistent manner the redevelopment of the Kew Road frontage, and to facilitate the most appropriate and acceptable access solution for the transport interchange. This would recognise potential improvements to appearance through the redevelopment of Westminster House as recognised in the Conservation Area study.
- 5.6 Adjacent to the core site there are a number of ownerships and third party interests. It is recognised that the inclusion of some of these interests in the Brief site and surrounding it will increase the developable area and the development options for the site and proposals including these areas will be considered in the context of a specific scheme.
- 5.7 The Council will consider using its statutory powers to compulsorily purchase land that is required to bring forward a comprehensive and integrated scheme.

Operational constraints

- In addition to the above, Railtrack needs to consider issues related to building above an operational railway line and station in order to ensure safety and minimise passenger disruption. The development programme for the site will need to accommodate station activities and public access to the station. The relationship with, and access to, adjoining properties and land ownerships will need to be carefully taken into account.
- 5.9 Other issues relating to development of the site which will need to be addressed include consideration of users of Kew Road, Church Road and the NCP car park (if retained) as well as minimising disruption to residents in the area during the construction period. The car parking position during and after the construction period will also need to be considered.
- 5.10 Agreements will need to be obtained between Railtrack and the Train Operating Companies in relation to track possessions for the works. The Council recognise that the possession issues and other factors have significant cost and timing implications for development of the site and that a

sufficient critical mass of development and value generating uses will be required to make the project viable. Renaissance House has recently been refurbished and the occupier(s) requirements will need to be fully respected (including during the construction process) in particular with respect to parking, vehicular and other servicing and general amenity.

6. Townscape and urban design issues

- 6.1 Townscape and urban design issues will be key considerations in appraising the suitability of development proposals for the site. The station building is a 'building of townscape merit' in a conservation area and is a focus for local identity in terms of:
 - its function (as a transport interchange, as an arrival and departure point and as a meeting point);
 - (b) its location (as a gateway to the town from the north east approach);
 - (c) its distinctive 1930s character; and
 - (d) its late 19th century train canopies.

There are other buildings of townscape merit nearby, which also have an important role in the setting of the station, most notably O'Neill's Public House which was formerly the Railway Hotel (1888). There is a strong presumption in favour of the retention of O'Neill's Public House.

- 6.2 However, as well as the functional limitations in relation to the provision of a high quality transport interchange, the existing station building has a number of design disadvantages arising from the fact that its visual character lies principally in the façade and booking hall. The side and rear of the building are unattractive and since it is located very close to a busy main road, there is no appreciable 'setting' area or public space associated with it.
- 6.3 The Council recognises that the objective of achieving a high quality interchange and the constrained nature of the site mean that a comprehensive development may be the best way forward. A redevelopment scheme should therefore address these issues by providing the following.
 - (a) A landmark building. This is not necessarily a building that is noticeable because of its height or bulk, but because of its high quality distinctive design and clear identity as a station. The new station and the interchange facility must be clearly identifiable and should not be subsumed in the retail/leisure/office functions. The redevelopment should be modelled to avoid appearing as a single mass and should reflect the scale and character of the town centre.
 - (b) A building that addresses the view from all approaches, not just the town centre approach, and pays special attention to the Church Road

- street scene by improving views and functional links into the station from the railway bridge area.
- (c) A high quality urban space, designed for pedestrians on the Kew Road frontage to provide an appropriate setting for the development, that can form a visual link to the highway access, and provide a distinctive sense of arrival in Richmond. This will act as an area for meeting, circulation and orientation. The design of the bus interchange facilities will be expected to minimise pedestrian conflict within this area.
- (d) A sustainable building. In keeping with the Council's strategic objective to ensure new development is sustainable, any new buildings should incorporate a range of sustainable development principles. The provision of external cultivatable space such as roof gardens and terraces could be an appropriate means of providing a visually distinctive building for Richmond, and would also have the advantage of providing new viewpoints for building users and the public.
- 6.4 In addition to the above, the inclusion of the highway area in a comprehensive scheme to create a better sense of arrival should be considered, for instance changing the road surface and existing barrier system would allow through traffic, but give more priority to pedestrians and cyclists.
- 6.5 The planning guidance diagram attached at Appendix V shows the key design and landscape requirements that should be addressed through the development of the site. In addition, it is important that the feasibility of providing access to daylight from the Station platforms is evaluated.
- 6.6 The Council consider that the design of the new development should take into account the objectives for urban design set out in the DETR/CABE publication 'By Design' (2000). The Council will use the criteria in this document to assess the urban design quality of proposals for the site. The eight key aspects of development form identified in 'By Design' are set out in Appendix VI.
- 6.7 The Council's adopted Supplementary Planning Guidance 'Central Richmond Conservation Area Study', must be taken into account in terms of appraisals of the area's character and intentions for its conservation, enhancement and management.
- 6.8 The Council will need to be assured that the development will integrate and link visually, functionally and in townscape terms with the rest of the town centre.
- 6.9 The amenity of residents in Lichfield and Northumbria Court and Church Road should be maintained, including vehicular and pedestrian accesses and visual amenity.
- 6.10 The design should take into account the need to minimise potential for crime. In addition it will be expected that appropriate security will be provided

through presence of staff and CCTV. Opportunities for public art should be fully considered and the war memorial should be incorporated in a more appropriate setting. The potential to incorporate the late 19th century station canopies within the new interchange needs to be evaluated.

7. Transportation and highway issues

- 7.1 The Council must be assured that transportation and highway issues can be satisfactorily addressed through the redevelopment proposals. The key considerations will be:
 - the location, content and function of the transport interchange;
 - access to, and linkages to and from, the transport interchange;
 - traffic generation, highway issues, access into the development and servicing arrangements;
 - car parking;
 - the location and operation of facilities for taxis, buses, pedestrians, cyclists;
 - traffic management
 - mechanisms for monitoring and reviewing transport management issues and facilities; and
 - maximising travel by walking, cycling and public transport, and discouraging use of the car.
 - Maintenance and improvement of pedestrian links.

A Transport Assessment will be necessary to consider the impact of vehicular traffic within and around the town centre as a whole. Any consideration will need to take into account impact on traffic congestion and air quality, impact on the historic environment and particularly conservation objectives and impact on local residents.

The existing NCP car park on the site is of importance for maintaining the vitality and viability of the town centre. Therefore if this is included in any redevelopment scheme, the provision of replacement parking is likely to be required.

7.2 The Council will discuss these matters with the developer prior to the submission of a planning application.

Statutory Undertakers.

7.3 The requirements of the various statutory undertakers will need to be considered at an early stage in the design of proposals, and their requirements taken into account.

8. Environmental impact assessment (EIA)

8.1 Given the nature of the site and the potential scale of development, the Council considers that it is likely that an environmental impact assessment (EIA) will be necessary. Prior to the submission of a planning application, if an EIA is required the Council will provide a scoping opinion setting out what information needs to be included in the environmental statement.

9. Material to support a planning application

- 9.1 In support of a planning application, the Council will require the submission of the following studies:
 - an environmental impact assessment (EIA) if the scale and nature so requires;
 - an urban design statement stating how the station development will integrate and link visually, functionally and in townscape terms with the rest of the town centre (including Church Road);
 - a planning policy statement;
 - a full transport assessment including the surrounding area; and
 - retail and leisure studies to demonstrate a 'need' for the retail and leisure elements of the scheme and to address how the new floorspace will link and complement existing facilities in the centre.

10. Appendices

I - Site Plan

II – UDP Review Site Proposal R7 including changes suggested to the Inspector prior to and during the Public Inquiry and subsequently adopted as Interim Policy by the Council on the 12th December, 2000

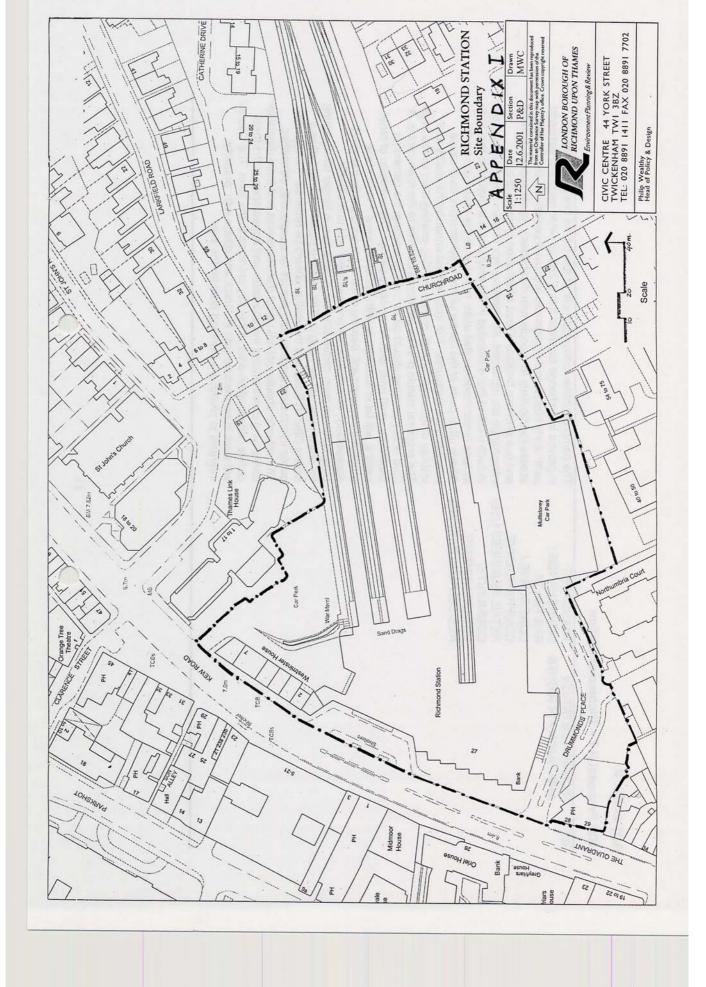
III - Other relevant UDP policies

IV - Townscape analysis

V – Urban design framework

VI - Key aspects of development form, based on 'By Design' (DETR/CABE, 2000)

VII -



Appendix III: Some key UDP policies

BLT 11 - Design considerations

Requirement for high quality design, sustainable development (lists factors to be taken into account).

BLT 12 - Accessible Environment

Need for all new buildings and public areas to be fully accessible.

BLT 17 - Crime and Public Safety

Design, layout and use of buildings should provide for public safety, deter crime and reduce the fear of crime.

TRN 1 - Location of Development

Non residential development which will attract large numbers of people, and high density residential development should be located in existing town centres where highly accessible by public transport.

TRN 2 - Transport and new Developments

New developments only permitted where transport infrastructure can accommodate it.

TRN 5 - Car free/limited car developments

Council to encourage in areas easily accessible by public transport.

TRN 10 - Pedestrian Environment

Council to maintain and improve the environment for pedestrians

TRN 13 – Public Transport Improvements

Council to support and promote proposals to make public transport more efficient, safe convenient, comfortable, reliable, frequent and accessible.

TRN 15 - Transport Interchanges

Council to seek to improve the interchange facilities at all rail stations in the Borough

HSG 6 - Affordable Housing

The Council expects that over the Plan period 40% of new units will be permanent affordable housing •

HSG 7 & 8 - Mobility Standards and Wheelchairs standards

Housing units to conform to mobility standards, and 10% of all residential units to be designed (or adaptable) to standards for wheelchair housing.

EMP 1 - New Development

All employment development to be considered against transport accessibility, access for disabled, environmental considerations.

EMP 2 - Business Developments

Business developments to be considered against public transport accessibility, environmental impact, appearance, and access considerations.

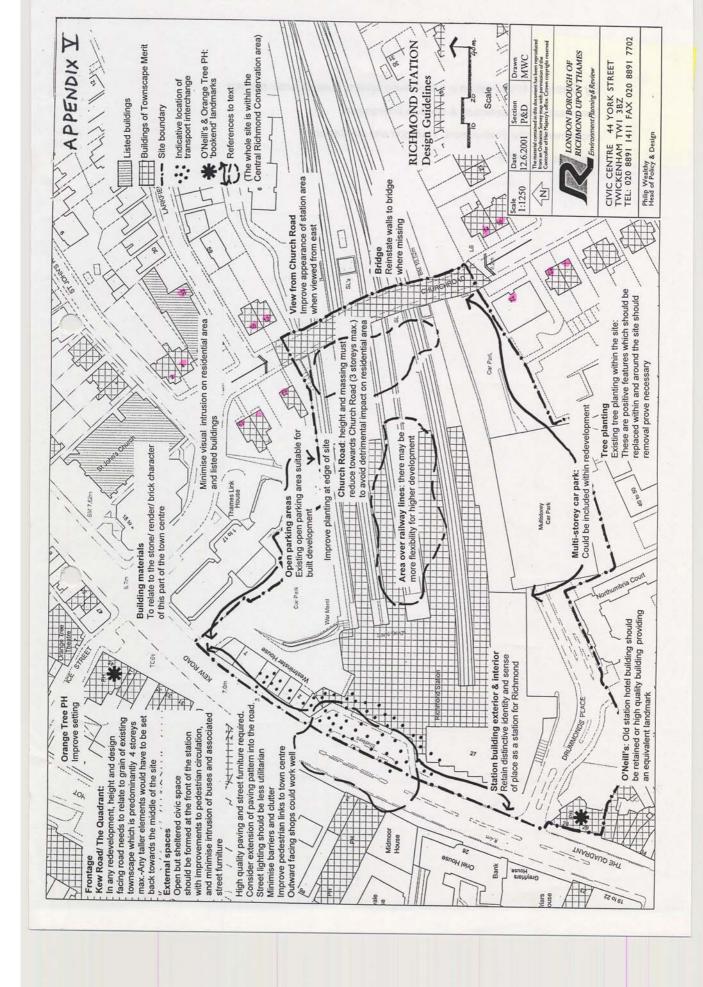
TC1 - Improvements to Centres

Council will encourage improvements to existing centres, priority for greater convenience for pedestrians and cyclists, improvements to public transport, physical appearance, servicing and car parking arrangements.

TC2 - New Shopping Development in Richmond and the four district centres

Sequential approach to be given to considering retail development with priority to town centres.





Appendix VI

Aspects of Development Form

Layout: urban structure The framework of routes and spaces that connect locally and more widely, and the way developments, routes and open spaces relate to one other.	The layout provides the basic plan on which all other aspects of the form and uses of a development depend.
Layout: urban grain The pattern of the arrangement of street blocks, plots and their buildings in a settlement.	The degree to which an area's pattern of blocks and plot subdivisions is respectively small and frequent (fine grain), or large and infrequent (coarse grain).
Landscape	
The character and appearance of land, including its shape, form, ecology, natural features, colours and elements, and the way these components combine.	This includes all open space, including its planting, boundaries and treatment.
Density and Mix	
The amount of development on a given piece of land and the range of uses. Density influences the intensity of development, and in combination with the mix of uses can affect a place's vitality and viability.	The density of a development can be expressed in a number of ways. This could be in terms of plot ratio (particularly for commercial developments), number of dwellings, or the number of habitable rooms (for residential developments).
Scale: height	
Scale is the size of a building in relation to its surroundings, or the size of parts of a building or its details, particularly in relation to the size of a person. Height determines the impact of development on views, vistas and skylines.	Height can be expressed in terms of the number of floors; height of parapet or ridge; overall height; any of these in combination; a ratio of building height to street or space width; height relative to particular landmarks or background buildings; or strategic views.
Scale: massing	
The combined effect of the arrangement, volume and shape of a building or group of buildings in relation to other buildings and spaces.	Massing is the three-dimensional expression of the amount of development on a given piece of land.

Appearance: details	
The craftsmanship, building techniques, decoration, styles and lighting of a building or structure.	This includes all elements such as openings and bays; entrances and colonnades; balconies and roofscapes; and the rhythm of the façade.
Appearance: materials	
The texture, colour, pattern and durability of materials, and how they are used.	The richness of a building lies in its use of materials, which contribute to the attractiveness of its appearance and the character of an area.

By Design: Urban design in the planning system: towards better practice

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