

**Eden Walk Shopping Centre**

21 December 2015

in the Royal Borough of Kingston Upon Thames

Local planning authority reference 15/13063/FUL

**Strategic planning application stage 1 referral**

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

**The proposal**

The demolition and redevelopment of Eden Walk Shopping Centre, including Millennium House and Neville House to provide a mixed-use development of retail units, leisure facilities, offices and 385 residential units. Refurbishment of the existing multi-storey car park. Improvements to Memorial Gardens.

**The applicant**

The applicant is **British Land and University Superannuation Scheme**, and the architect is **BDP Architects**.

**Strategic issues**

The principle of the mixed-use redevelopment of the shopping centre is strongly supported by strategic planning policy and will be a much need boost to Kingston's retail offer. However, further information and discussion is required on **affordable housing, child play space, density, urban design, sustainability** and **transport** to ensure compliance with London Plan policies.

**Recommendation**

That Kingston Council be advised that while the application is generally acceptable in strategic planning terms the application does not comply with the London Plan, for the reasons set out in paragraph 91 of this report.

**Context**

1 On 10 November 2015 the Mayor of London received documents from Kingston Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 21 December 2015 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Categories 1A, 1B and 1C of the Schedule to the Order 2008:

- Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats.
- Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings outside Central London and with a total floorspace of more than 15,000 sq.m.
- Development which comprises or includes the erection of a building more than 30 metres high and is outside of the City of London.

3 Once Kingston Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London's statement on this case will be made available on the GLA website [www.london.gov.uk](http://www.london.gov.uk).

## **Site description**

5 Eden Walk Shopping Centre is located in Kingston Upon Thames Town Centre and forms part of the primary shopping area for the Metropolitan Centre. The site is bounded by Eden Street to the east and south, Union Street and Memorial Gardens to the west and retail units fronting Clarence Street to the north. Two Grade II Listed Churches - the United Reformed Church and the Everyday Church abut the site on the western boundary. At the south eastern corner of the site the Grade II Listed former Post Office building is located on the opposite side of Eden Street.

6 Clarence Street is located approximately 150 metres to the east of the site and forms part of the Strategic Road Network (SRN) which under the Traffic Management Act 2004, TfL has a duty to monitor the traffic flow and any potential impact. There is no Transport for London Road Network within 3km of the site. Twenty two bus routes can be accessed from the site, with the nearest bus stop located on Eden Street adjacent to the development. Kingston Railway Station is located approximately 360 metres to the north, providing access to London Waterloo and many other destinations. Consequently, the site has an excellent Public Transport Accessibility (PTAL) of 6a on a scale of 1 to 6b, where 6b is the most accessible.

## **Details of the proposal**

7 Permission is sought to demolish and redevelop the Eden Walk Shopping Centre, including Millennium House and Neville House. The mixed-use redevelopment will contain:-

- 385 residential units
- 18,008 sq.m. retail floorspace (circa 39 units)
- 2,896 sq.m. leisure (circa 4 screen cinema)
- 3,223 sq.m. B1a office floorspace
- 408 public car parking spaces
- 171 residential car parking space

8 The proposal also includes the refurbishment of the existing multi-storey car park. The car park will be wrapped by office and residential accommodation and green walls. The top two floors

of parking will be removed and replaced with leisure uses including a cinema. A new circulation ramp for cars will also be provided.

9 Improvements to Memorial Gardens are included in the proposal. The gardens will be re-landscaped and opened up, the Grade II Listed War Memorial will be repositioned towards the south of the garden and a new pedestrian link through the site will be provided.

10 Eden Crescent at the centre of the site, United Reformed Square at the south of the site adjacent to the church, Union Street Square to the west of the site and Eden Place to the east of the site are proposed as new public open spaces. Residential amenity areas are provided at roof level.

## Case history

11 The applicant has been in significant pre application discussions with Kingston Council and the GLA on this proposal.

## Strategic planning issues and relevant policies and guidance

12 The relevant issues and corresponding policies are as follows:

- |                           |   |
|---------------------------|---|
| • Mix of uses             | <i>London Plan</i>  |
| • Regeneration            | <i>London Plan; the Mayor's Economic Development Strategy</i>   |
| • Retail/town centre uses | <i>London Plan; Town Centres SPG</i>  |
| • Housing                 | <i>London Plan; Housing SPG; Housing Strategy; draft Interim Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG</i> |
| • Affordable housing      | <i>London Plan; draft Interim Housing SPG; Housing SPG; Housing Strategy;</i>   |
| • Density                 | <i>London Plan; Housing SPG; draft Interim Housing SPG</i>  |
| • Urban design            | <i>London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG</i>  |
| • Inclusive access        | <i>London Plan; Accessible London: achieving an inclusive environment SPG;</i>  |
| • Sustainable development | <i>London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy</i>    |
| • Transport               | <i>London Plan; the Mayor's Transport Strategy</i>  |

13 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Kingston Council Core Strategy DPD and K+20 Town Centre Area Action Plan and the London Plan (consolidated with alterations since 2011).

14 The following are also relevant material considerations:

- The National Planning Policy Framework, Technical Guide to the National Planning Policy Framework and National Planning Practice Guidance.
- Minor Alterations to the London Plan: Housing Standards and Parking Standards (consultation draft).
- The Eden Quarter Development Brief SPD March 2015

## Principle of development

15 Policy 2.15 of the London Plan seeks development within town centres to sustain and enhance the vitality and viability of the centre and accommodate economic and housing growth through intensification. It also seeks to support and enhance the competitiveness, quality and diversity of town centre uses.

16 Policy 4.7 of the London Plan seeks to ensure the proposed scale of retail growth and town centre development relate to the size, role and function of the town centre and are well integrated within the centre and public transport. Policy 4.8 of the London Plan requires Boroughs to take a proactive approach to planning for retailing and to bring forward capacity for additional comparison goods retailing particularly in International, Metropolitan and Major Centres.

17 Kingston Town Centre is identified as a Metropolitan Centre in the London Plan, Metropolitan Centres serve wide catchment areas and typically contain at least 100,000 sq.m. of retail, leisure and service floorspace. The London Plan identifies Kingston as a high growth centre likely to experience strategically significant levels of growth with strong demand and/or large scale retail. Leisure or office development in the pipeline and with existing or potential public transport capacity to accommodate it.

18 It is also identified as an emerging Opportunity Area. Policy 2.13 of the London Plan seeks proposals within opportunity areas to optimise residential and non-residential development. The provision of residential units as part of the redevelopment is also supported by London Plan policies 3.3, 3.4 and 3.7.

19 Kingston Council's K+20 Town Centre Area Action Plan envisages an additional 50,000 sq.m. of retail floorspace within the town centre by 2020. The Council's Eden Quarter Design Brief SPD identifies that the Eden Walk shopping centre could provide approximately 30,000 sq.m. of this retail floorspace approximately 60% of the overall demand for the town centre.

20 The existing shopping centre has approximately 14,400 sq.m. of retail floorspace and is typical of its 1960s construction with poor design features such as covered walkways and a tired appearance. The new shopping centre will provide 37,911 sq.m. of residential floorspace and 24,127 sq.m. of commercial floorspace. The applicant predicts that the proposal will provide circa 400 additional jobs for Kingston and treble the retail turnover for Eden Walk. The proposed mix of uses will reinvigorate this part of the town centre and will add to the vitality and viability of Kingston town centre. As such the principle of the development, the proposed uses and optimising of the site is strongly supported.

## Housing

### Affordable housing

21 London Plan policy 3.12 requires borough councils to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes. In doing so each council should have regard to its own overall target for the amount of affordable housing provision. This target should take account of the requirements of London Plan policy 3.11, which include the strategic target that 60% of new affordable housing should be for social rent or affordable rent and 40% for intermediate rent or sale.

22 London Plan policy 3.12 is supported by paragraph 3.71, which urges borough councils to take account of economic viability when estimating the appropriate amount of affordable provision. Paragraph 3.75 highlights the potential need for re-appraising the viability of schemes

prior to implementation in order to take account of economic uncertainties and ensure that maximum public benefit is secured over the period of the development.

23 The proposal does not include any affordable housing. The financial viability appraisal submitted with the application concludes that the proposal is unable to provide any on-site units or a cash in-lieu payment. The applicant also states that due to the high cost and risk of redeveloping a fully let shopping centre it is not possible to predict the profitability of the scheme. As such the applicant is proposing a review mechanism to require a second viability appraisal post completion to assess whether the scheme can provide a cash in-lieu payment for affordable housing.

24 GLA officers understand that this methodology is acceptable to the Council. GLA officers expect the Council or their independent consultant, to scrutinise the development finances to understand the constraints inputted into the toolkit and how this has impacted on affordable housing provision. The Council should also confirm that any affordable offer, tenures and rent levels input into the appraisal meet local housing needs. The findings of the independent review will need to be submitted to the GLA before the application is referred back to the Mayor, along with the full S106 agreement which details when and how the review mechanism will be triggered.

25 Such a mechanism would need to be designed to ensure that any financial surplus is allocated to the Council, and ring-fenced for the delivery of additional affordable housing units. GLA officers would welcome further information from the Council on its affordable housing investment or delivery programme.

#### Housing choice

26 London Plan Policy 3.8 seeks a balanced mix of unit sizes in new developments. The Mayor's Interim Housing SPG states that higher density developments are particularly suitable to town centres and acknowledges that these developments will be more suitable for households without children which require less amenity and child play space. This is reflected in the proposed breakdown of unit size is shown below. Given the central location of the site and the constraints on the building from providing the retail ground floor uses the proposed quantum of family sized units is acceptable.

	<b>No. units</b>	<b>%</b>
Studio	14	3%
1-bed	156	41%
2-bed	180	47%
3-bed	35	9%
Total	385	100%

#### Children's play space

27 Policy 3.6 of the London Plan sets out that "development proposals that include housing should make provision for play and informal recreation, based on the expected child population generated by the scheme and an assessment of future needs." The applicant has provided a plan on page 331 of the DAS highlighting seven points on the plan where informal play space could take place within the general amenity spaces. This is not sufficient to satisfy compliance with

London plan policy of or the Mayor's supplementary planning guidance 'Shaping Neighbourhoods: Play and Informal Recreation SPG. GLA officers estimate that there will be approximately 32 children within the development (this should be verified by the applicant).

28 A full play strategy should be submitted for assessment before the application is referred back to the Mayor. Whilst genuinely playable general amenity space will be taken into consideration the proposal will also need to provide a minimum of 190 sq.m. of designated play space for children under 5 years. An audit of the surrounding play facilities for older children should also be submitted including details of the facilities which could supplement the on-site offer, the distance and the pedestrian routes from the site.

## **Density**

29 The target density range set out in the London Plan policy 3.4 for central sites with a PTAL of 6b is between 650-1,100 habitable rooms per hectare. In line with London Plan Policy 3.4, high density development will need to be of the highest standards of design, provide high quality residential accommodation that is well designed and delivers an appropriate mix of units, with sufficient play and amenity space.

30 The applicant has provided the residential density for the site as a whole (1,320 habitable rooms per hectare) and on the basis of the residential site area alone (773 habitable rooms per hectare). GLA officers question how the density of the proposal reduces on the basis of the residential site area alone. The applicant should submit the density calculations that sit behind these figures. In calculating density in vertically-mixed schemes (where housing is on top of non-residential uses), the size of the site should be reduced by the amount that is equivalent to the proposal of total floorspace allocated to non-residential uses (both below and above ground) before calculating residential density in the normal way. GLA officers assume the applicant has deducted the non-residential floorspace but not reduced the site area when calculating the residential density which has skewed the figures.

31 That being said a residential density of 1,320 habitable rooms per hectare would reflect the schemes make up of smaller residential units and the site's central location within a Metropolitan Town Centre and do not raise undue concern.

## **Urban design**

32 Good design is central to all objectives of the London Plan, and given the scale of development proposed, its design needs to be of an outstanding quality. The proposed development has been subject to a number of pre-application discussions; however elements of the design of the scheme remains a concern for the reasons set out below.

### Layout

33 The proposed development sits on one of the most important sites in Kingston Town Centre. As identified in the Design and Access statement the current shopping centre suffers from poor connectivity through the site and poor quality frontage on Eden Street and Union Street and as such the proposed design would be expected to address this. Whilst the frontage on to Eden Street and Union Street will be improved in the proposed scheme, the opportunity to alter the layout of the existing connectivity through the site has not been taken.

34 The ground floor of the scheme has been laid out along a similar movement network to the existing shopping centre, where three routes are aligned to terminate in a central space in the middle of the site. This layout misses the opportunity to create direct site lines across the site, between Eden Street and Union Street, which would assist pedestrian movement through it. This

was shown indicatively in the Council's Design Brief for the site. However, it is accepted that part of Kingston's charm is its fine grain historic street pattern, which similarly does not necessarily enable direct line of sight from one key feature to another.

35 The routes have been improved by opening them up to the sky, locating residential cores along them and having (in some instances) splayed entrances.

36 GLA Officers raised particular concern regarding the route to Union Street as it lacks direct line of site to the central space, terminating instead on the back of the Marks and Spencer building, and is colonnaded. It is accepted that constraining features, such as the route to the multi-storey car park place limitations on the layout. The visualisations show that the colonnade will be double height, with slim columns spaced well apart. This will maximise the attractiveness of the routes and it is important that these features are delivered and retained as part of the scheme.

### Residential quality

37 The residential layout of the scheme does not comply with a number of important standards set out in the housing SPG. It includes a number of poor quality north facing single aspect units; three cores sharing higher than recommended units on each floor; and excessively deep single aspect flats.

38 Whilst a number of areas fail to meet some of the Housing SPG standards, the following are particularly concerning:

- The northern core around the car park, which has 10 units sharing each landing on all floors with 15 of them being north facing single aspect units, looking on to the adjacent car park;
- The southern core adjacent to the United Reformed Church serves five residential floors, one of which has 12 units, two have 10, and one has 9 units sharing each landing. This core also includes five north facing single aspect units on the corner which will receive very little daylight. A number of the single aspect units around this core are excessively deep, with the kitchen being 10 metres away from the curtilage of the building.

39 Further information regarding clear-floor to ceiling heights and ADF for the residential aspects of the scheme is also required, as well as a matrix illustrating how the remainder of the standards in the Housing SPG are met.

### Height and strategic views

40 The overall scale of development is greater than the surrounding context. However, given the town centre location and the emerging Opportunity Area designation this does not present significant concern. Officers understand that the height and massing has been altered in response to concerns from Council Officers and Historic England.

41 The applicant has provided a thorough townscape and visual assessment from key locations, including a number that have heritage value (including Hampton Court, Bushy Park, Kingston Bridge and within the historic core).

42 GLA officers have had special regard to the setting of the listed building as required by Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and find that the scheme causes no harm to the setting or appearance of the Grade II Listed United Reformed Church, the Everyday church and Old Post Office building. The improvements to the Memorial

Gardens, including the repositioning of the Grade II Listed monument will significantly improve the setting of the monument. The impacts on longer distance views are not considered harmful.

### Appearance

43 The architectural approach is supported. However, materials and the quality of detailing will have a significant impact on overall appearance on the completed scheme. The Council is therefore strongly encouraged to utilise appropriate conditions securing high quality design detail and materials.

## **Inclusive access**

44 The applicant's design and access statement demonstrates that the principles of inclusive access have been incorporated throughout the proposal. The applicant has confirmed that in accordance with London Plan Policy 3.8, all of the residential units will meet Lifetime Homes standards, and 10% (38 units) will be capable of easy adaptation for wheelchair users. Plans detailing the layout of these units have also been submitted.

45 As of 1 October 2015 the Government's technical housing standards came into effect. These standards required that 90% of homes to be built to lifetime homes standards to meet building regulations M4 (2) 'accessible and adaptable dwellings' and 10% to be designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users to meet building regulation M4(3) 'wheelchair user dwellings'

46 The Mayor intends to adopt the new technical guidance through a minor alteration to the London Plan. In advance of this the Mayor has released a policy statement setting out that from 1 October 2015 the relevant London Plan policy and associated guidance in the Housing SPG should be interpreted by reference to the nearest equivalent new national technical standard. As such Kingston Council should include conditions to secure the detailed proposal coming forward in the reserved matters application comply with the specifications in Building Regulation standards M4(2) and M4(3).

## **Sustainable development**

### Energy

#### Energy efficiency standards

47 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include mechanical ventilation with heat recovery and low energy lighting.

48 The demand for cooling in the dwellings will be minimised through shading from balconies and solar control glazing. The applicant has undertaken a dynamic overheating assessment on a worst case dwelling. The applicant has also made some worst case assumptions, such as windows fully shut. The results of the analysis shows that CIBSE requirements are not met under these conditions. The applicant has stated that the inclusion of blinds or lower solar control glazing on the south facing façades which will be looked into further during detailed design. Further passive measures should be investigated now rather than later as it is important that the principles of effective ventilation and heat gain optimisation are addressed at this stage as they could impact on the visual appearance and layout of the building. The applicant should make reasonable assumptions for the purge ventilation.



49 The cooling demand for the retail and office units will be minimised through solar control glazing and external shading through brise soleils. The applicant has assessed whether the retail and office units could potentially be naturally ventilated (without the need for mechanical cooling) using dynamic thermal modelling. The results of the analysis indicate that mechanical cooling will be required to avoid overheating. The applicant has also provided the Part L solar gain check which demonstrates that the gain limit is expected to be met.

50 The development is estimated to achieve a reduction of 50 tonnes per annum (6%) in regulated carbon dioxide emissions compared to a 2013 Building Regulations compliant development.

#### District heating

51 The applicant has carried out an investigation into the potential for connecting to nearby district heating networks and identified that the development is situated within the Richmond-Kingston district heating opportunity area. The applicant also states that a heat mapping study has been carried out and identified that could connect with two existing power generation plants, the 1.4 MWe combined heat and power plant in Kingston Hospital and the waste-to-energy facility in Hogsmill Sewage Treatment Plant with a capacity of 0.94 MWe. The applicant has been in discussions with the local borough and provided evidence of correspondence with the latest correspondence suggesting that part of the network will be completed in 2017.

52 Given that the local borough anticipates that the network will be operational in the near future connection to the district heating network should continue to be prioritised. The applicant should contact the energy officer to determine an estimated date for the network to reach the development. If the network is anticipated to be in the near future (i.e. within the next 5 years) the applicant should commit to connecting and investigate a temporary plant solution in the interim period.

53 The site heat network will be supplied from a single energy centre located in the basement. However, the applicant should confirm that all apartments and non-domestic building uses will be connected to the site heat network.

#### Combined Heat and Power (CHP)

54 The applicant is proposing to install an  $185\text{kW}_e / 300\text{kW}_{th}$  gas fired CHP unit as the lead heat source for the site heat network. The CHP is sized to provide the domestic hot water load, as well as a proportion of the space heating (80% of the total site load). A reduction in regulated carbon dioxide emissions of 248 tonnes per annum (29%) will be achieved through this second part of the energy hierarchy.

#### Renewable energy technologies

55 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install  $116\text{ m}^2$  ( $16.5\text{kWp}$ ) of roof mounted Photovoltaic (PV) panels. An indicative roof layout drawing has been provided showing the proposed location of the PV array.

56 A reduction in regulated carbon dioxide emissions of 6 tonnes per annum (1%) will be achieved through this third element of the energy hierarchy.

### Carbon savings

57 A reduction of 305 tonnes of carbon dioxide per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall saving of 35%.

58 The carbon dioxide savings meet the target set within Policy 5.2 of the London Plan. However, the comments above should be addressed before compliance with London Plan energy policies can be verified.

### Sustainable Drainage

#### Flood Risk

59 A Flood Risk Assessment (FRA) has been prepared by Peter Brett Associates. This confirms that the site is partially within flood zones 2 and 3.

60 The FRA confirms that the majority of the site will be on a raised ground level (8.10m AOD) which is above the 1 in 100 year flood event level. The FRA also confirms that all residential accommodation is at first floor level or above and therefore above any foreseeable flood. The FRA states that safe access to dry areas will be available and that the ground floor and basement levels that have a residual flood risk will be protected by use of removable flood barriers. Whilst these measures are welcomed, it should be noted that the application of manual flood barriers has, at best, a mixed rate of success. The proposals include an acceptable approach to the flood risk present at the site, as such the proposal complies with London Plan Policy 5.12.

#### Surface Water Run-off

61 The FRA states that the development will achieve a reduction in surface water discharge of at least 50%. This will be delivered by using a BluRoof technique over approximately 80% of the roof area. A technical note from Evolve Construction & Civil Engineers explains the design of the BluRoof. Given the nature and location of the proposals this approach is an acceptable approach to London Plan Policy 5:13.

## **Transport for London**

### Trip Generation and Highway Impact

62 The Transport Assessment (TA) submitted with the application states that with the exception of the office element, the overall quantum of development has reduced since the trip generation assessment has been undertaken. After reviewing the details provided and trip generation, TfL requests the applicant provides more information. Further details on the information required was sent in a letter to the Council on 02/12/15, once provided TfL will be able to fully assess the impact the development will have on the surrounding transport networks.

### Car parking

63 TfL understands the development proposes to remove the top two storeys of the multi-storey car park, will reduce the overall provision of parking spaces. A total of 407 parking spaces will be reprovided for commercial use. This will include 24 Blue Badge parking spaces and 17 'Parent and Child' spaces. As required by the London Plan standards, 41 active Electric Vehicle Charging Points (EVCP) will be provided, with a further 41 passive provision.

64 A further 171 spaces will be provided for the residential aspect of the development; these will be located in the two level basement car park. This is equivalent to a ratio of 0.44. Although this has slightly reduced since the pre-application stage, considering the town centre location and excellent 6a PTAL, TfL expects to see a lower provision or a car free development proposed. As previously requested TfL suggests the applicant reconsiders the parking provision allocated for the residential units and reduces the overall provision to a maximum of 0.2 spaces per unit to encourage and not undermine sustainable travel. These spaces could be replaced with cycle parking which is a prominent mode of travel in Kingston and identified as a key policy objective.

65 Notwithstanding the above comments, TfL welcomes the provision of 34 active and a further 34 passive EVCPs which is policy compliant. The London Plan states that one Blue Badge parking spaces should be provided for every accessible unit. Assuming 10% of the units are accessible, an additional 26 Blue Badge parking spaces should be provided for this aspect of the development.

66 It is understood discussions are taking place with Zipcar and City Car Club, and the applicant is considering the options for a Car Club space within the public car park. This is welcomed by TfL. The applicant is also requested to provide two years free Car Club Membership for all residential units to encourage sustainable travel. The requirement to provide a Car Club space/s, Car Club Membership and the agreed clause to restrict residents from applying for parking permits within the CPZ should all be included within the section 106 agreement.

67 TfL welcomes the Outline Car Parking Management Plan (CPMP) submitted in support of the application, covering both commercial and residential car parks. The final version should be secured by condition and discharged by the Council in consultation with TfL. The Travel Plan and CPMP documents should link with each other to encourage sustainable travel. The applicant's commitment to lease the residential parking spaces rather than sell them with individual units is welcomed, along with the internal and external parking signage suggestions.

68 It should be noted that the Council is also in the process of developing a car parking strategy for the town centre and the proposal for this development should be able to respond or reflect that wider strategy, particularly given the traffic congestion issues which exist at weekends and during peak hours. TfL looks forward to further discussions with the Council and applicant about parking strategy for the development and town centre overall.

#### Cycle parking

69 A total of 600 cycle parking spaces will be provided for the residents, which is in accordance with the London Plan. However, a further ten short-stay spaces will be required for the application to meet the standards requiring one visitor parking space per every 40 units. TfL understands the applicant has not identified where all short-stay commercial parking will be located as part of the application, but it should be confirmed if the residential visitor parking will be included in this.

70 A further 80 spaces will be allocated to the commercial units, with 36 for the office staff and 44 for the retail staff. The parking spaces will also be located in the basement. The TA confirms that staff shower, locker and changing facilities will also be provided, all are welcomed by TfL.

71 Whilst the applicant has committed to providing funding towards the cycle parking for visitors to the development, the number, location and design is still to be agreed between the applicant and the Council. It is essential that the cycle parking meets the minimum standards set out in the London Plan for each land use. If the end use is not yet known, then the maximum cycle parking spaces should be applied. Kingston was one of the three outer London boroughs that

successfully won mini Holland status. The London Plan states that in these cases the inner London parking standards should be adhered to. It is understood the applicant intends to encourage pedestrian movement through the site and create key links by limiting cycling. This should be carefully considered in the cycle parking strategy and ensure that the design does not discourage users of the site from cycling.

### Highway Proposals

72 The application currently proposes to bring the building line out to the ownership boundary on Eden Street. This would require the stopping up of an area of land that currently forms part of the public highway.

73 At the pre-application stage, the Council and TfL raised serious concerns with the remaining width of the northbound footpath on Eden Street, if the building line came out to the ownership boundary. The applicant was asked to investigate the options to improve the situation. The possibility of increasing the width of the footpath by reducing the width of the carriageway was proposed by the applicant.

74 Since the application was submitted a site visit has been undertaken to carry out on street investigations and survey the options for Eden Street carriageway reduction. The tests showed that when a bus stopped at E1 (directly outside the development site), the remaining southbound carriageway was reduced to such an extent that it was very difficult for buses to pass. Although southbound buses were able to negotiate the gap on the day, buses were slowed down to an unacceptable level. Whilst TfL recognise the Council's aspiration to alter the bus routes in the town centre and remove buses from Eden Street, on the evidence gathered, TfL object to any change in the width of the carriageway which would affect the scheduling of the network or increase the risk to operating staff, users or pedestrians.

75 Following this, the applicant was asked to reconsider the changes to the building line. Eden Street is a crucial pedestrian walkway through the town centre with high frequency of bus services and footfall. Any pinch point would cause issues, with potential road safety risks. Given the level of movement and pedestrian dominated nature of Eden Street it is vital that sufficient space is provided. The applicant was previously made aware of TfL's Pedestrian Comfort Guidance and this should be considered, TfL welcomes further discussions on the final design.

### Pedestrian Environment

76 Notwithstanding the above comments, TfL welcomes the applicant's commitment to improve the pedestrian links through the site and improve accessibility. TfL welcomes the pedestrian survey undertaken to support the application. It is understood that many of the improvements have been identified within the Eden Quarter Development Brief Area. Whilst the applicant may be carrying out some of the identified improvements as part of the development proposals, the Council are encouraged to secure contributions towards the wider area improvements.

77 The application will create pedestrian links and areas of open space, with new building lines. Therefore, TfL requests a contribution is secured towards updating the maps in the surrounding area and providing Legible London signage through the site, to encourage walking in line with London Plan policy 6.10.

### Public transport

78 The Council and TfL are working on a wider bus strategy which includes discussions around station sites and different options for Eden Street. The applicant stated in the meeting that they

were supportive of bus services on Eden Street adjacent to the development. In the context of the public realm and building line requirements, TfL would like to see conditions imposed on development which related to any future bus infrastructure on Eden Street. TfL welcomes further discussions on the wording for these clauses. It is anticipated that the development will make a financial contribution to future bus capacity and infrastructure due to the passenger demand generated by current and future shoppers and residents.

## Crossrail 2

79 Kingston Station is on the Crossrail 2 regional alignment and a consultation on the route will be published shortly. A key objective of the CR2 business case is around delivery of new homes and jobs. Through increased accessibility and additional services it is envisaged that development can be maximised through intensification around CR2 stations and along the route. Longer trains and greater frequency of services are proposed to serve Kingston Station from 2030, and this may result in the Station and surrounding area being transformed in the future. We will be happy to update you as proposals emerge. It is anticipated that development in the town centre will contribute the funding the scheme, development will also need to be maximised to build the regeneration case for the new rail link.

## Travel planning

80 TfL welcomes the Residential Travel Plan and Framework Travel Plan for the site. As stated above, the plans should be linked and measures should link to the Car Parking Management Plan to reduce car usage and encourage sustainable travel. The Car Club Membership should also be included within the Travel Plan, along with cycle vouchers/free bicycles, marketing and promotional events. Both Travel Plans should then be secured, delivered, monitored and funded through the section 106 agreement.

81 The existing delivery and servicing arrangements for the site will be retained. The access point to the delivery area is from Eden Street, which has a high frequency of buses. The final Delivery and Servicing Plan (DSP) should ensure that any possible impact on the bus network is reduced.

82 A draft Construction Logistics Plan (CLP) has been provided which is welcomed. The final version should give consideration to the bus routes in the area and TfL would not support any construction routing that would have a negative impact on bus routes or increase journey time. Considering the number of development proposals in close proximity to the site, TfL recommends the CLP acknowledges this in the plans. It is also suggested that a working group or similar is set up nearer the time to ensure the impact on the surrounding environment and network is minimised and sites can work together where possible. TfL is able to give further advice on this when more information is available.

83 TfL wishes to ensure that construction vehicles are fitted with cycle specific safety equipment, including side-bars, blind spot mirrors and detection equipment to reduce the risk of collisions on the Capital's roads. For any conflict points identified on the delivery routes associated with the site in its construction and operational state, traffic and pedestrian management measures and cycle specific safety equipment should be considered and the detail provided through the CLP and DSP.

84 The final Construction Logistics Plan (CLP) and Delivery and Servicing Plan (DSP), in line with London Plan Policy 6.14, should be secured by condition and discharged in consultation with TfL.

## Community Infrastructure Levy

85 In accordance with London Plan policy 8.3, *Community Infrastructure Levy*, the Mayor commenced CIL charging for developments on 1st April 2012. It is noted that the proposed developments are within the Royal Borough of Kingston upon Thames, where the Mayoral charge is £35 per square metre Gross Internal Area (GIA). Further details can be found at:

<http://www.london.gov.uk/publication/mayoral-community-infrastructure-levy>

86 Kingston has recently received sign off from the inspector to move to formal adoption of its borough CIL. The CIL includes rates for floorspace and income will be used to fund key infrastructure. TfL welcomes the Council's aspirations for transport and would like to see these prioritised where possible.

## Summary

87 In summary, it is essential the applicant enters into discussions with TfL to agree on the proposal for Eden Street. Additional information should be provided on the trip generation and the residential car parking should be reduced to a ratio of 0.2 with visitor cycle parking agreed and included within the public realm designs. Financial contributions towards transport infrastructure and in particular buses should be sought. EVCPs, Car Club Membership and exclusion from applying for parking permits should be secure through the legal agreement, along with the final Travel Plan. The CPMP, CLP and DSP should all be secured by condition for the application to be in accordance with the transport policies of the London Plan.

## **Local planning authority's position**

88 Kingston Council is likely to report this application to its planning committee in February 2016.

## **Legal considerations**

89 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

## **Financial considerations**

90 There are no financial considerations at this stage.

## **Conclusion**

91 London Plan policies on town centres, housing, density, urban design, inclusive access, sustainable development and transport are relevant to this application. In general, the proposed scheme is supported. However further discussion and information is required on the issues summarised below to ensure the proposal complies with London Plan.

- **Affordable housing** – The independent financial viability appraisal and draft S106 agreement should be submitted to GLA officers prior to the application being referred back to the Mayor.
- **Child play space** – A detailed play strategy is required to ensure compliance with London Plan policy 3.6 and the Mayor’s supplementary planning guidance ‘Shaping Neighbourhoods: Play and Informal Recreation SPG
- **Density** – The calculations behind the residential density figures of 1,320 and 773 habitable rooms per hectare should be submitted before the application is referred back to the Mayor to allow the density of the proposal to be verified.
- **Urban design** – The proposal includes a number of poor quality north facing single aspect units; three cores sharing higher than recommended units on each floor; and excessively deep single aspect flats. The proposal should be amended to improve the residential quality of the proposal before the application is referred back to the Mayor.
- **Energy** – The proposal broadly follows the Mayor’s energy hierarchy. Sufficient information has been provided to understand the proposals as a whole. However further revisions and information are required before the proposals can be accurately assessed against the Mayor’s energy policies.
- **Transport** – It is essential the applicant enters into discussions with TfL to agree on the proposal for Eden Street. Additional information should be provided on the trip generation and the residential car parking should be reduced to a ratio of 0.2 with visitor cycle parking agreed and included within the public realm designs. Financial contributions towards transport infrastructure and in particular buses should be sought. EVCPs, Car Club Membership and exclusion from applying for parking permits should be secure through the legal agreement, along with the final Travel Plan. The CPMP, CLP and DSP should all be secured by condition for the application to be in accordance with the transport policies of the London Plan.

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