

LAMBETH PLANNING SERVICE

MARY SEACOLE HOUSE DEVELOPMENT BRIEF

81 - 91 CLAPHAM HIGH STREET



NOVEMBER 2005

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1.0 CONTEXT

- 1.1 Mary Seacole House (MSH), 81-91 Clapham High Street, has been occupied as offices by the Council's Social Services department, and is no longer required for these purposes. The future development of this site is part of the Council's Revitalise programme to regenerate the Borough. The programme aims to deliver significant investment in Lambeth education and leisure, large-scale development of the town centres and more accessible, high-quality Council service provision. This site, and the Council-owned site to the north on Clapham Manor Street, incorporating the Clapham Baths and Clapham depot, are the Council-owned sites in Clapham whose re-development will form part of the Revitalise programme.
- 1.2 The purpose of this Development Brief is to set-out the planning policy framework and other material considerations that need to be taken into account in formulating development proposals for this site and in submitting a planning application.

2.0 PROPOSED DEVELOPMENT

- 2.1 These guidelines relate to development proposals in general. However, as part of the Revitalise programme, the Council has proposals for development of all of or part of the site. These proposals are in the form of several options, such options involve the provision of a Joint Service Centre (JSC, incorporating a range of Council services plus other healthcare and other community services), the re-provision of the swimming pool and leisure uses from the existing Clapham Manor Street sites, a new library, and a mix of other uses. Residential use is proposed for the upper floors of any development.

3.0 SITE INFORMATION

Site description

- 3.1 This L-shaped site is situated on the south of Clapham High Street at its junction with St. Luke's Avenue. It is owned by Lambeth Council, and contains several buildings with two undeveloped pieces of land, the buildings are used for offices (use class B1). The main building is Mary Seacole House, which is ten-storeys high with some telecommunications equipment on the roof. It comprises of approximately 5,000sq.m of floorspace and fronts Clapham High Street. The rest of the site is situated behind that building away from the High Street, and contains a Council staff multi-storey car park with a floor of offices above, a three-storey office building, and two areas of undeveloped land used as staff car parks. The site has a slight slope running down in a north-easterly direction, and contains an electricity sub-station on its eastern periphery. The site area is 0.41ha.
- 3.2 The site is adjacent to the Clapham High Street Conservation Area, the boundary of which runs along both edges of the High Street.

Mary Seacole House, 81-91 Clapham High Street Site Plan



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Site Surroundings

- 3.3 Clapham High Street is a busy shopping and entertainment centre, and much of it is within the Clapham High Street District Centre. Clapham High Street is a main linear route running through this part of Clapham, with a mixture of shops, bars, restaurants, commercial and community uses fronting Clapham High Street, with residential roads merging and lying perpendicular to it. The High Street is a Red Route, part of the Transport for London Road Network.
- 3.4 Abutting the site to the north-east and fronting the High Street is the cleared site of a former petrol filling station (65-79 Clapham High Street). This has planning approval for re-development (see para 3.7 below). Opposite the side on the north side of the High Street, and on the same side of the high street to the north-east, are terraces containing typically Victorian three-storey properties with commercial uses on the ground floor and mainly residential use above. To the east and south are the rears of residential properties of Tremadoc Road, Kenwyn Road and St. Luke's Avenue. On the opposite side of St. Luke's Avenue to the west of the side and fronting Clapham High Street is a large bar.

Transport links and highway layout

- 3.5 Clapham High Street is part of the A3, it is a TfL road and a Red Route. No parking is allowed on this route in the vicinity of the site other than some loading bays. The residential roads running off it all have controlled parking through residents' parking permit schemes or parking meters.
- 3.6 Public transport links to the site are very good, with Clapham Common Underground station (Northern Line) within 400m to the south-west, and Clapham North Underground Station 600m to the north-east (also the Northern Line). Clapham High Street overland station is adjacent to Clapham North tube with train lines running to London Victoria and London Bridge. There are numerous bus routes serving the area linking Clapham to central London and south London. The site has a very good Public Transport Accessibility Level (PTAL) rating.

Extant or current planning applications for adjoining sites

- 3.7 A scheme for the redevelopment of the neighbouring former petrol filling station site (65-79 Clapham High Street), involving the erection of a part 2, part 5 storey building comprising a shop (A1) use on part of ground floor, A3 (restaurant)/A4 (drinking establishments) and local police office over part of ground floor and at first floor level, and 13 self-contained flats on the upper floors along with cycle parking and the provision of a lay-by on Clapham High Street was approved by the Council's Planning Applications Committee (PAC) on 15 June 2005 subject to a S106 agreement (04/01004/FUL) which was signed and permission issued 3 October 2005.

4.0 KEY RELEVANT PLANNING POLICIES

- 4.1 The current up-to-date statement of the Council's planning policies is contained in the revised deposit UDP (RDUDP - 2004). However, until this becomes adopted account needs to be taken of the existing adopted UDP (AUDP – 1998).

Lambeth Revised Deposit UDP 2004 (RDUDP) policies

'Major Development Opportunity Site (MDO) 37 – Mary Seacole House, 91 Clapham High Street and various neighbouring sites' - this covers the area identified in this document, see para. 3.1 'Site Description', and the adjacent vacant petrol station at 65-79 Clapham High Street - Area: 0.5 Ha. This states - "Redevelopment of building which currently detracts from the area with active frontage ground floor uses and less parking."

- 4 – Town Centres and Community Regeneration.
- 8 – Accessible Development/Integrated Transport.
- 9 – Transport Impact.
- 10 – Walking and Cycling.
- 14 – Parking and Traffic Restraint.
- 15 – Additional Housing.
- 16 - Affordable Housing.
- 21 – Location and Loss of Offices.
- 23 – Protection and Location of other Employment Uses.
- 26 – Community Facilities.
- 32 – Building Scale and Design.
- 37 - High Buildings.
- 42 – Conservation Areas.

Lambeth Adopted UDP (AUDP) policies

- CD2 – Proposals for Development.
- CD14 – Safeguarding Archaeological Remains.
- EMP7 - Loss of business and industry (Use Classes B1 and B2).
- EMP10 – Business Use (Use Class B1).
- RL31 – Location of Sports Facilities.
- RL40 – Improvements to Libraries.
- H10 – Residential Development Standards.
- S3 – New Shopping Development, Re-building and Extension of Existing Shops.
- T8 – Road Design Standards.
- T9 – Provision of Vehicular Accesses.
- T18 – Access, Loading and Parking.
- T17 – Transport Implications of Development Proposals.

The London Plan

- 4.2 Following its publication in February 2004, the London Plan became part of the development plan for the Borough providing guidance and policies on development issues of strategic importance. Applications for development of 20 metres or more in height would be referable to the Mayor.

National Policy

- 4.3 Important relevant considerations in recent Government guidance include;
 - PPS1 – Delivering Sustainable Development (Feb 2005). Amongst other aspects of sustainable development, PPS1 states that high quality inclusive design in the layout of new developments and individual buildings should be promoted. Design that fails to take the opportunities available for improving the character and quality of an area should not be accepted.

- PPS6 - Planning for Town Centres (March 2005). This sets out Government policy for the location of retail and leisure and entertainment development, and the range of and type of uses that should be promoted in town centres and the consideration associated with applying policy.
- PPG13 - Transport (March 2001). This sets out Government policy for the integration of planning and transport, and the achievement of sustainable development.

5.0 POLICY ON USES ON THE SITE

- 5.1 The existing main use of the site as Council offices falls under Use Class B1 (Offices). Proposals for the site would need to be considered in relation to the relevant policies in the 1998 UDP which is the adopted Plan, and the Revised Deposit UDP 2004, which reflects the Council's current policies and which will replace the 1998 Plan in due course.
- 5.2 Development proposals will need to address policy EMP7 of the AUDP which seeks to protect B1 (business, offices) and B2 (general industry) uses as employment-generating uses. In general, the policy allows for a change of use if, firstly, the site is not capable of accommodating the full range of B1 uses, secondly, that there is no demand for the existing use or no likely demand in the future, or, thirdly, that the likely number of jobs to be created would justify making an exception to the policy. An assessment would need to be submitted with any planning application to demonstrate this. In order to satisfy this policy, therefore, any re-development proposals should incorporate a significant component of B1 floorspace.
- 5.3 Policy 21 of the RDUDP states that the conversion to other uses of *surplus* offices outside Key Industrial and Business Areas (the site is not within one of these Areas) is permitted. Any proposal involving the loss of offices will need to demonstrate that there is no current or future market demand for the existing B1 offices on site.
- 5.4 Policy 23 of the RDUDP seeks to protect employment uses, and states that exceptions can be made to this if the proposals are for community use or solely for affordable housing if the accommodation is vacant.
- 5.5 It would, therefore, be appropriate that proposals for the site should provide significant employment. This could include offices (B1), retail (A1), leisure (D1), healthcare and other service uses. Retail uses would be compatible with the site's high street location, it is within a secondary frontage of the Clapham District Centre. The MDO description requires active frontage uses on the ground floor of any development.
- 5.6 Community uses would be acceptable on the site. Community facilities that provide a district-wide function would be appropriately located in a district centre such as Clapham. AUDP policies support library and healthcare improvement and provision (policies RL40 and SOC13 respectively), as does RDUDP policy 26.
- 5.7 Residential use as part of a mixed-use scheme is appropriate on the site. Adopted and emerging UDP policies seek the provision of a mix of types of accommodation (policies H11, 15 and 16) subject to site characteristics and local circumstances. Careful consideration will need to be given to the location of residential use within the scheme given the location of a number of restaurant/bar and entertainment uses

near to the site, some with late-night entertainment licences. The Council's planning policy on affordable housing, Policy 16, which states that the normal expected level of provision will be 50% of habitable rooms assuming a public subsidy, or 40% of habitable rooms with no public subsidy. A lower level of provision may be justified on grounds of viability if this can be independently validated. Affordable housing should be provided on-site unless it can be shown that because of the configuration of the building(s) and/or provision of proposed amenities, it would not be suitable for meeting local housing need.

- 5.8 Other uses on the site may be acceptable subject to assessment over compliance with adopted and emerging planning policy.

6.0 DESIGN, FORM AND LAYOUT OF DEVELOPMENT

- 6.1 A high quality design would be required in this very prominent position in the Clapham High Street Conservation Area streetscape (the site is not within the Conservation Area but is directly adjacent to the boundary), either in a redevelopment proposal or for a refurbishment scheme. This is required by RDUDP policies 7, 42 and 32, and CD2 and CD15 of the AUDP, and the priority on good design emphasised by Government policy in PPS1. Development here is expected to take the opportunity to secure a lasting improvement that maximises the potential of the site and contribute to the continuing regeneration of Clapham High Street.

- 6.2 The existing tower building is much bigger than anything else in the area. The site is not one on which a tall building "landmark" would ordinarily be appropriate and normally a more contextual design in this area would be sought. In order for a new large building here to be acceptable, it would need to be more sympathetic to its context as the existing. If a new tall building (of a similar height to the existing Mary Seacole House building) is proposed, the existing open area between the building and the High Street should be considered for retention in order to protect the existing townscape. This space should also be retained if needed to provide for sufficient pedestrian access to the new facilities given the high footfall on Clapham High Street and the position of the adjacent bus stop. This area in front of the existing Mary Seacole House building may be public highway. This would need to be clarified and if this were the case it would need to be "stopped up" if development proposals involved bringing forward the building line to include this area.

- 6.3 In general, the scale of development should reflect the scale of surrounding buildings and sites. Consideration should be given to the topography of the site, in particular the north-easterly and south-easterly slope of the site and the difference in site levels between the site and adjacent residential properties, particularly on Kenwyn Road and Tremadoc Road.

- 6.4 Although the rear of the site is less significant in conservation area terms development here would need to recognise the more modest residential scale of the adjoining properties.

- 6.5 There is potential for development at the rear of the site, such as on the two existing undeveloped and open car parking areas. Any development in general would be subject to an assessment of the impact on amenities of both existing (opposite and adjoining the site) and of potential residents, however, amenity impact would be particularly sensitive at the rear of the site. These assessments will include impact

on sunlight and daylight levels; overlooking and loss of privacy, and impact on outlook/enclosure. The residential development standards linked to policy H10 of the AUDP will need to be complied with. Total site coverage may not be appropriate for this site, a buffer zone of open space between proposed buildings and existing adjacent buildings may be necessary (see para 6.8).

- 6.6 Homes should be built to a lifetime home standard and 10% should be designed to be wheelchair accessible or be designed to be easily adaptable for residents who are wheelchair users. Any proposals will need to address the requirements in the Building Regulations Part M needs of people with disabilities.
- 6.7 Residential room sizes should take account of planning guidance SPG 4 on Internal Layout and Room Sizes and be adequate for the households likely to occupy the accommodation provided.
- 6.8 The development should provide as much amenity space for potential residential occupiers as possible to meet the needs of the type of housing proposed.
- 6.9 Proposals should include convenient, appropriate storage space for refuse and recyclable materials.
- 6.10 Any development proposals for the site should take account of the approved scheme at 65-79 Clapham High Street adjacent (former petrol station site) and assess the design, layout and form relationships between that scheme and proposals.

7.0 ACCESS AND SERVICING

- 7.1 Clapham High Street is a Red Route under Transport for London (TfL's) jurisdiction. Potential developers should be aware of any Red Route restrictions during any demolition, construction and completed development phases.
- 7.2 There are two main existing vehicular access points to the site, one directly behind the tower building off St. Luke's Avenue, the other is Clement Avenue off Clapham High Street. There is a further access point off St. Luke's Avenue to the open parking areas at the rear of the site.
- 7.3 The Clement Avenue access may need to be retained for refuse access, although it would be preferable to close this access. All other vehicular access should be taken from St. Luke's Avenue, unless exceptionally required from Clapham High Street. This will need to take into account the requirements of the adjoining site at 65-67 Clapham High Street. Satisfactory arrangements should be made for servicing. Servicing should be done clear of the public highway unless there is a genuine reason why this cannot be done. There is limited space for on-street servicing and it would need to be demonstrated in any development proposals that on-street servicing could be done within existing constraints.

8.0 PARKING

- 8.1 The site has a very good Public Transport Accessibility Level (PTAL) of 6a. Therefore, the following *maximum* car parking standards apply.

- Employment (B1 floorspace – 1 space per 1,600sq.m of gross floor area (gfa) for a ground floor operation, with 1 space per 1,500sq.m for upper storeys of B1.
- Retail (A1) – Food Retail – 1 space per 75sq.m gfa. Non-food retail 1 space per 100sq.m gfa. In the case where there is a significant mix of retail and leisure within a development then parking should be reduced by 30%.
- Leisure (D2) – 1 space per 40sq.m gfa.
- Community Facilities – 1 space per 50sq.m gfa.
- Minimum Disabled Persons' Parking – 1 space per 25,000sq.m gfa or 10% of overall parking, whichever is greater.
- Residential – maximum number of parking spaces for dwellings by number of bedrooms.

No. of Bedrooms	Max. No. of Parking Spaces
3+	0.5
2	0.4
1/Studio	0.25

The standard for affordable housing other than key worker housing should be $\frac{3}{4}$ of the above. For non-self-contained accommodation (including hostels, cluster housing and supported housing, and warden-controlled sheltered housing), the requirement is one space per 15 bedrooms (this may be varied where the mobility of staff and/or the number of residents vary significantly from the norm). Although the above parking standards are maximum, it is unlikely that parking at the maximum standard would be acceptable due to the highly accessible site location.

- 8.2 The parking needs of visitors must be taken into account, particularly for visitors to community or leisure facilities.
- 8.3 Cycle parking must be provided at a minimum provision of one space per dwelling. In new-build residential developments a secured, covered cycle parking facility should be included within the design of the buildings. Secure visitor cycle parking will also be required, preferably covered.
- 8.4 Although there is no standard consideration should be given to the provision of some motor cycle parking.

9.0 AMENITY SPACE PROVISION/LANDSCAPING

- 9.1 Clapham Common is located approximately 450m west of the site. There are no other substantial public open spaces within short walking distance of the site. It is unlikely that substantial amounts of private or communal residential amenity space could be provided on site given the range of uses that could be accommodated and the possibility of high density development (subject to design and amenity considerations). As a substantial and well used open space, it is likely that potential residents will use this amenity facility. As such, it is likely that contributions to enhance the Common and its facilities will be required by S106 agreement.
- 9.2 The current site is exclusively hard surfaces and any landscaping scheme should encourage a significant amount of permeable area to reduce the impact of run off and potential risk of flooding as encouraged by PPS1.

10.0 SUSTAINABLE DEVELOPMENT

- 10.1 RDUDP policy 32a requires all developments of 10 dwellings or more to incorporate equipment for renewable power generation so as to provide at least 10% of their predicted energy requirements.
- 10.2 A sustainability assessment should be provided to demonstrate how the development incorporates provision for renewable energy, energy efficiency, maximise passive solar gain, measures to minimise the use of water and maximise reuse, maximise the use of recycled materials, specifying the use of sustainable sources of timber, utilising environmental friendly specification and materials, and avoid negative micro-climatic effects.
- 10.3 Provision should be made for the incorporation of adequate integrally designed facilities for the storage and recycling of waste.

11.0 COMMUNITY SAFETY

- 11.1 Preventing and reducing crime is one of the six key themes of the Council's Community Strategy and is key in key to securing community safety. This is reflected in RDUDP Policy 31a and requires that any development should show how "Secured by Design" measures have been addressed. In particular, the development should provide a clear and distinct relationship between public and private space and buildings.

12.0 LOCAL COMMUNITY FACILITIES

- 12.1 Depending on the nature of the development proposed there may be a need for planning obligations in respect of the additional demands placed on local community facilities arising from the development such as schools, nurseries, health facilities, and improvements to local parks facilities.

13.0 ARCHAEOLOGY

- 13.1 The rear of the site is within an Archaeological Priority Area. There will be a need to keep a watching brief when any eventually permitted development is underway to ensure that any archaeological assets are identified and not damaged.

14.0 CONSTRUCTION IMPACTS

- 14.1 To minimise disturbance to nearby residents from demolition and construction activities a construction method statement will be required and form part of the Section 106 Agreement.

15.0 PLANNING APPLICATION REQUIREMENTS

15.1 The planning application should be accompanied by:

- A Design Statement.
- A Sustainability Statement which demonstrates how sustainable design and construction considerations have been addressed in the proposals.
- Daylight/sunlight/shadowing impact analysis on adjacent residential sites.
- A Transport Assessment. The coverage and detail of the Transport Assessment should reflect the scale of the development and the extent of the transport implications of the proposals.

16.0 PLANNING OBLIGATIONS (S106 AGREEMENTS)

16.1 Planning obligations will need to take account of the nature and scale of any development proposal, but may include contributions for the following: open space provision, health facilities, highway works, and transport improvements, as well as applying to the provision of affordable housing, lifetime housing, and car parking.

CONTACTS

Planning and general enquiries

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Refuse and Recycling LB Lambeth

Dave Auger, Waste Minimisation Officer, 1st Floor Service Team House, 185 – 205 Shakespeare Road, London SE24 0PZ Tel 020 7926 0526 dauger@lambeth.gov.uk

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FURTHER INFORMATION

Lambeth Revised Deposit Unitary Development Plan June 2004, www.lambeth.gov.uk/planning

Lambeth Adopted Unitary Development Plan August 1998, www.lambeth.gov.uk/planning

Lambeth UDP SPG 4 Internal Rooms and Room Sizes – from Lambeth Council, Planning Service

PPS1 Delivering Sustainable Development (Feb 2005), www.odpm.gov.uk/planning

PPG3 Housing (March 2000), www.odpm.gov.uk/planning

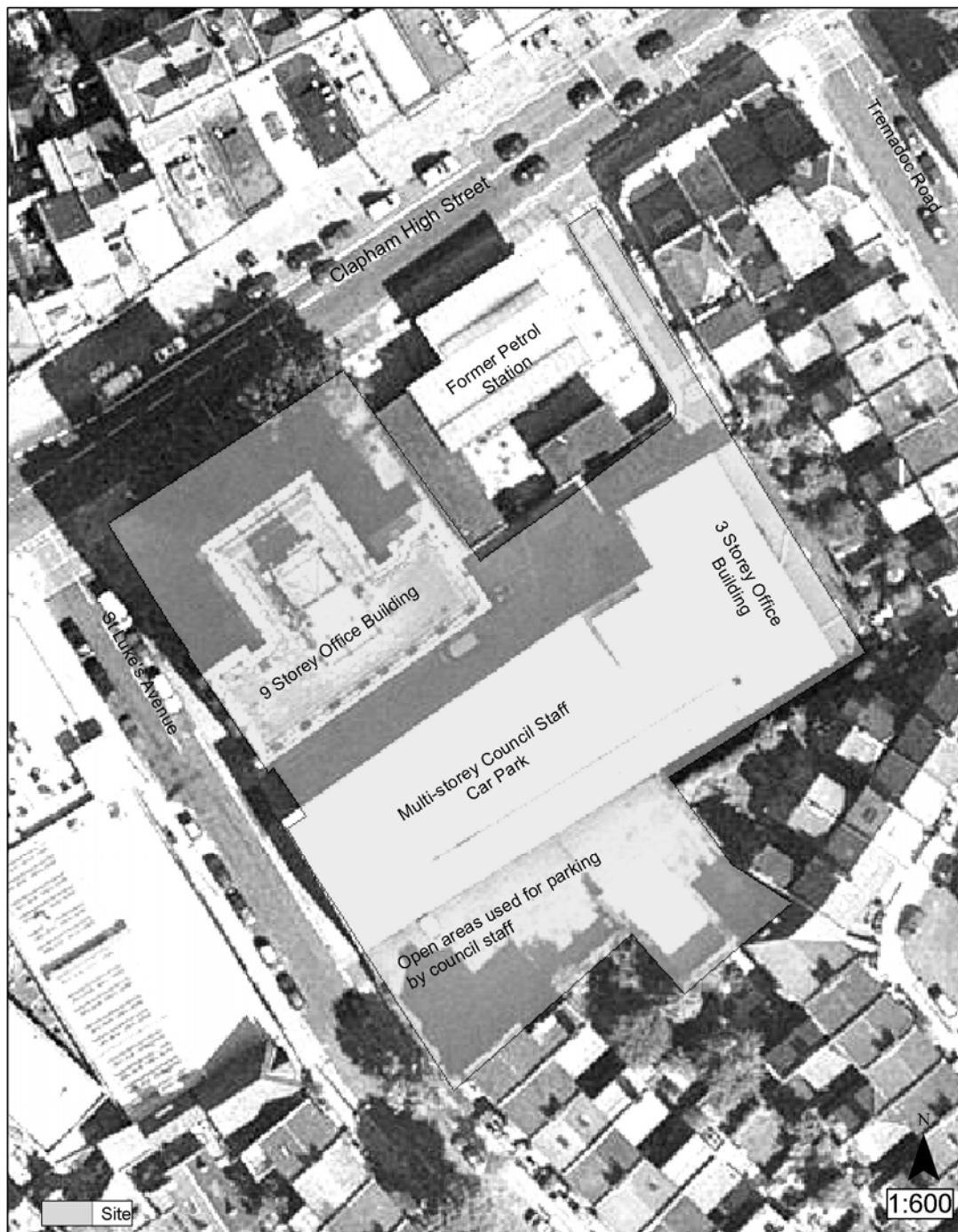
PPS6 Planning for Town Centres (March 2005), www.odpm.gov.uk/planning

PPG13 Transport (March 2001), www.odpm.gov.uk/planning

Building Regulations Part M HMSO, www.odpm.gov.uk

Office of the Deputy Prime Minister Circular 05/2005 – Planning Obligations (July 2005), www.odpm.gov.uk/planning

Mary Seacole House, 81-91 Clapham High Street Site Plan



0 15 30 60 Metres