

# Clapham Leisure Centre / Depot Site

Development Brief / Adopted November 2007



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# 1. Introduction

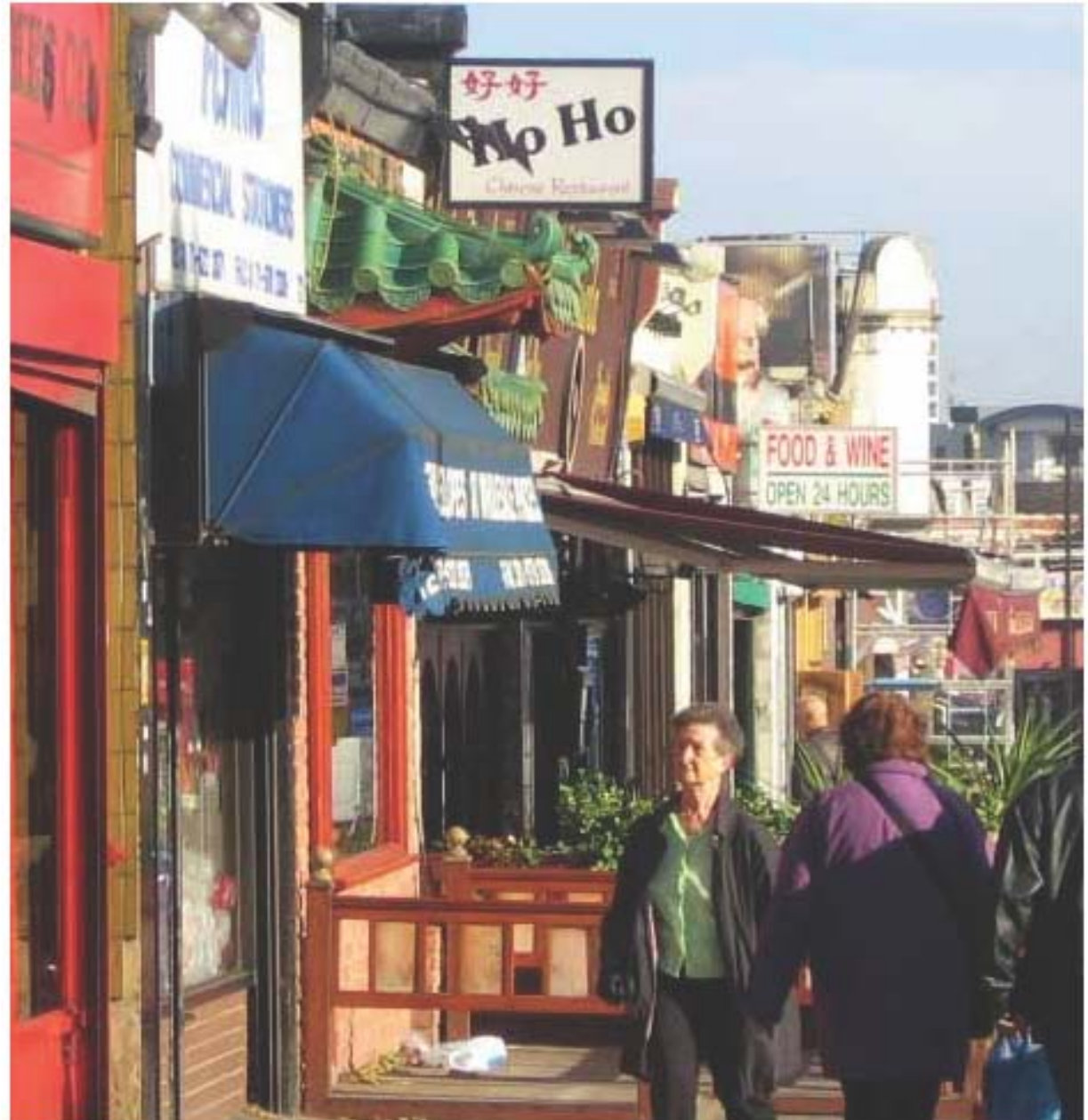
Donaldsons, Urban Practitioners, Alan Baxter and Associates and The Landscape Partnership were commissioned by the London Borough of Lambeth in October 2005 to produce a Development Brief for the Clapham Leisure Centre and Depot Site as part of their Revitalise Programme.

The consultants' work considered options for developing the Leisure Centre and Depot site and development principles for the site. Following a review of the provision of facilities in Clapham in 2006, this brief now takes forward the consultants work to set out development principles for the leisure centre and depot site.

This brief has been prepared in order to provide guidance and help determine development proposals for this site. The site is designated in the Replacement Lambeth Unitary Development Plan October 2006 as MDO38, within Clapham High Street. Clapham High Street is identified by the Council as a District Centre.

The Lambeth Unitary Development Plan (adopted August 2007) provides the policy basis for the redevelopment of the Clapham Leisure Centre and Depot Site. The Major Development Opportunity section identifies the following:

**MDO27 Copyn Yard / Clapham Manor Depot, Clapham High Street / Clapham Manor Street**  
*Potential for comprehensive mixed-use development of town centre and other uses for which there is a deficiency in Clapham High Street centre. Retention of buildings which positively contribute to character or appearance of Clapham High Street Conservation Area. New pedestrian links around central courtyard to all four street frontages. Recreation of missing street frontages.*



This document has been prepared in draft for the purposes of public consultation.

The Council's key objectives for the site are:

- Optimise the development opportunity in a sustainable manner;
- Encourage a high quality development which incorporates appropriate land use(s) and complements existing uses;
- Encourage a development which is appropriate in scale, design, mix, density and layout;
- Improve the connectivity and integration of the Site with Clapham High Street and the wider area;
- Take advantage of the Site's location and good public transport connections;
- Facilitate public realm improvements;
- Ensure that existing residential, commercial and community uses are protected;
- New pedestrian links around a central courtyard to all four street frontages;
- Recreation of missing street frontages;
- Retention of buildings which positively contribute to the character or appearance of the Conservation Area; and
- Preserve or enhance the adjacent Conservation Area and listed buildings;
- Ensure servicing/deliveries and traffic generation do not lead to problems with highway safety or obstruction of traffic.

The Brief provides the following sections:

- Site Context
- Planning History
- Planning Policy Context
- Urban Design Analysis
- Conservation and Historic Buildings
- Highways Context
- Development Principles
- Development Options
- Implementation and Planning Application Procedure

## 2. Site Context

The Clapham Leisure Centre and Depot Site is located on Clapham High Street in the heart of a vibrant south west London borough and in close proximity to Clapham Common. The Site enjoys good access to public transport links with Clapham North and Clapham Common underground stations providing access to the underground network, and Clapham High Street station providing access to overland rail services (see Figure 2.1). Surrounding district centres include Brixton, Clapham Junction and Streatham.

The Site area (see Figure 2.2) is currently the location of the Clapham Leisure Centre, which offers a range of facilities that include a swimming pool and gym, and a local authority depot (Sui Generis). A detailed land use survey can be seen in Figure 6.2.

Adjacent to the development brief site (but within the MDO27 designation) the Muslim Centre which fronts on to Edgeley Road could offer wider development potential but is not in Council ownership. This land is 'T' shaped and therefore has minimal frontage onto Edgeley Road.

Land to the north, east and west of the Site is predominately residential. The residential units surrounding the Site vary in height, but in general are between 2 and 4 storeys.

The southern boundary of the Site lies adjacent to the rear elevations of the units fronting Clapham High Street. These units fall within A1, A2, A3, A4 and A5 Use Classes at ground floor level with residential accommodation above.





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# 3. Planning History

According to Council records, there have been no major planning applications associated with the Site in the recent past.

The established uses for the Site and adjacent areas are as follows:

### The Development Brief Site

Public Baths                      Use Class D2

Corporation Yard                Sui Generis

### Developments in the Area

Near the development brief site, at 65-79, Clapham High Street, permission was granted for the redevelopment of the vacant petrol filling station site (05/01004/FUL). This scheme was completed in 2007 and entailed the erection of a part 2/part 5 storey building containing Class A1 (retail), Class A3 (restaurant)/ A4 (Drinking Establishments) and local police office (sui generis), with 13 self-contained flats on upper floors.

Elsewhere in the District Centre planning applications for the redevelopment of a 0.75ha site in Clapham Old Town for a mix of uses including residential, offices and retail were refused by London Borough of Lambeth in 2003. Two appeals (Refs: 03/00743/EIAFUL and 03/00745/CON) were subsequently dismissed by the Secretary of State in January 2005 on grounds including the unacceptable effect on the Conservation Area and the living conditions of neighbouring residents.

Essentially, the scheme was considered to be overbearing and of inappropriate scale (up to 6 storeys and including 154 units and some 4,000sqm of commercial floorspace) and mass in urban design terms in the context of this locality of Clapham. Key UDP planning policies referred to included Adopted (1998) Policies CD2, CD3, CD6, CD15, CD17 and ST1, and Deposit Policies 31, 32, 34, 35, 42 and MDO28, in respect of design and conservation. Adopted Policies H10, ST3 and ST5, and Deposit Policies 7.32 were relevant to the protection of amenities.

## 4. Planning policy context

This section of the Brief identifies key policy issues to be addressed and any relevant Site specific policies.

In considering the potential redevelopment of the Site, regard should be had to Section 38 of the Planning and Compulsory Purchase Act, 2004 (PCPA) which states 'If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'

The relevant Development Plan therefore comprises the following:

- The London Plan (2004)
- The Lambeth Adopted UDP (2007)

### London Plan

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. The London Plan acts as the Spatial Development Strategy for London and has six objectives, as follows:

- Making the most sustainable and efficient use of space in London;
- Encouraging intensification and growth in areas of need and opportunity;
- Making London a better city for people to live in;
- Making London a more prosperous city with strong and diverse economic growth;
- Improving London's transport; and
- Making London a more cultural, well designed and green city.

The London Plan identifies Clapham Junction and Brixton as Town Centres, and Clapham High Street as a District Centre.

### Lambeth Adopted UDP 2007 Policies

The following provides a list of the UDP policies which are considered relevant to the Site.

MDO27 Copyn Yard/Clapham Manor Depot, Clapham High Street/Clapham Manor Street

- 4 – Town Centres and Community Regeneration
- 5 – Sequential Approach to Uses which Attract a Lot of People
- 7 – Protecting Residential Amenity
- 8 – Accessible Development/Integrated Transport
- 9 – Transport Impact
- 10 – Walking and Cycling
- 14 – Parking and Traffic Restraint
- 15 – Additional Housing
- 16 - Affordable Housing
- 19 – Active Frontage Uses
- 20 – Mixed Use Development
- 23 – Protection and Location of other Employment Uses
- 26 – Community Facilities
- 29 – Evening and Late Night Economy
- 31 – Streets, Character and Layout
- 32 – Community Safety / Designing Out Crime
- 33 – Building Scale and Design
- 34 – Renewable Energy in Major Development
- 35 – Sustainable Design and Construction
- 38 – Design in Existing Residential / Mixed Use Areas
- 39 – Streetscape, Landscape and Public Realm Design
- 45 – Listed Buildings
- 47 – Conservation Areas
- 50 – Open Space and Sports Facilities
- 57 – Planning Obligations
- 64 – Food and Drink Uses in Clapham High Street

### Retail Capacity / Vitality and Viability

As a District Centre, Clapham High Street is vibrant and healthy and serves a local catchment, however it is dominated by food and drink uses. Otherwise, in terms of retail composition, the centre is fairly typical of other District Centres in London, (e.g. convenience goods retailer emphasis) and benefits from below national average vacancy rates.

Previous studies of retail capacity in the Borough, prepared on behalf of the Council, have suggested that limited future retail expenditure / floorspace capacity should be directed to Clapham High Street, in favour of more higher order centres such as Clapham Junction, in line with the London Plan strategy.

## National Planning Policy

National Planning Policy relevant to the proposals at the Site includes:

- PPS1 – Delivering Sustainable Development (2005)
- Draft PPS Supplement – Planning and Climate Change (2006)
- PPS3 – Housing (2006)
- PPS6 – Planning For Town Centres (2005)
- PPG13 – Transport (2002)
- PPG15 – Planning and the Historic Environment (1994)

The guidance contained within these documents and any subsequent revisions to these documents, provides the Government planning guidance most relevant to the Site. Consideration should be given to the content of these documents when preparing proposals for the Site.

## Other Material Considerations

The Mary Seacole House (MSH) Development Brief was adopted by the Council in November 2005, and is based on the policies in the Lambeth Unitary Development Plan. The MSH Brief emphasizes the need for a high quality development with a 'flagship' design. It promotes mixed development on the site involving a significant amount of employment uses and housing. There is flexibility as to what form the employment uses could take. Within the framework provided by UDP policies the employment uses could include offices, retail, leisure and recreation, healthcare and other community uses and service uses.

## Policy Considerations

Development proposals for the Site should be considered against the relevant policies in the UDP as well as the London Plan and Government planning policy and guidance where appropriate.

The key policy consideration will be the requirements of MDO27 in the UDP. In addition, consideration will need to be given to other key policies in the Development Plan.

Policy 23 of the UDP seeks to protect employment uses but states that one of the exceptions that can be made to this protection is if proposals are for community use or solely for affordable housing if the accommodation is vacant. In addition, the policy allows that in exceptional circumstances loss of employment floorspace may be permitted if a scheme has a substantial planning benefit and the level of employment on the site is increased, and/or modern small business units are provided. It will therefore be important to assess the potential benefits and level of employment achieved by the scheme in determining whether it would be appropriate for there to be a reduction or total loss of employment uses on the Site.

The UDP requires that development should sustain and enhance the vitality and viability of the Borough's major and district town centres. In addition, major and district town centres should be regenerated and sustained for a wide range of shopping, services, leisure, community, civic, arts, entertainment and other facilities (Policy 4).

The UDP makes it clear that the loss of community use (Use Class D1) will be resisted unless a facility of equivalent functionality is appropriately replaced locally or adequate compensation is made for its loss (Policy 26). It is therefore important that consideration is given to the re-provision of community uses on the Site, whether this is on or off site. Policy 50 provides the same protection for indoor sports facilities.

Given that the site is adjacent to a Conservation Area and there are listed buildings on the edge of the Site, development proposals should have reference to the policy considerations of Policy 47 which seek to preserve and enhance conservation areas, and protect the setting of Listed Buildings (Policy 45). As a consequence, consideration will need to be given to the quality of the Conservation Area as a whole as well as the character of buildings adjoining the Site and how they contribute to the character and function of the Conservation Area. In addition consideration should be given to the views from the Site into the Conservation Area and how they should be preserved / enhanced.

As the Site is bordered by residential development, it will be important to protect residential amenity (Policy 7). Furthermore, as required by Policy 38 there will be a need to ensure, inter alia, that the density and height is subordinate to the frontage housing. The privacy and outlook from existing dwellings, and the layout, scale and form of housing visible from the street should be compatible with the predominant scale of housing on the street. The effect and cumulative impact of the development on the loss of garden habitat/biodiversity should be considered and access arrangements which would not cause significant nuisance to adjoining properties should be provided.

In line with the policy requirements of Policy 64, additional A3, A4 and A5 uses will be resisted.

# 5. Urban design analysis

## Urban morphology

Figure 5.1 illustrates the urban morphology of the Clapham Leisure Centre and Depot Site and its surrounding area by highlighting only the areas of built form to show the urban grain of the area and the footprint of individual buildings.

The pattern of built form clearly defines the key routes around the Site, particularly Clapham High Street, Clapham Manor Street and Edgeley Road. The clear definition of routes is found where strong and uninterrupted building lines are present, the frontage on Clapham High Street between Clapham Manor Street and Edgeley Road is a good example of this. The south side of Clapham High Street where Mary Seacole House and the former petrol station site are located is an example of how more fragmented urban form fails to provide a robust edge.

The block containing the Site contains one building with a large footprint the leisure centre. In contrast, the residential and retail units surrounding much of the block are of a much finer grain. The depot buildings inside the Site are fragmented and present a weak townscape with poorly defined space.

The urban morphology study highlights the strong edges formed along the southern perimeter of the Site block, and the valuable contribution it makes to Clapham High Street. It also highlights the fragmented nature of the space created by the positioning of the depot buildings within the Site.

Figure 5.1 Urban morphology



## Land use

The following briefly summarises the land use nature of the site and its vicinity within the district Centre.

### Shops (Use Class A1)

A variety of retail units are located along Clapham High Street, creating an active route between Clapham Common and Clapham North underground stations. Traditional comparison goods retailers tend to focus closer to Clapham Common underground station.

### Financial and professional services (Use Class A2)

The A2 Uses located along Clapham High Street are comprised of banks, betting offices and estate agencies.

### Food and drink (Use Class A3)

There are many restaurants, snack bars and cafés located along Clapham High Street. These are an important element of the district centre, and contribute significantly to the area's active evening economy.

### Pubs and bars (Use Class A4)

There are no A4 Uses located within the Development Brief Site, but there are several bar operators located at intervals along the High Street.

### Hot food take-aways (Use Class A5)

Adjacent to the Development Brief Site, on the High Street Frontage, there is one hot food takeaway unit, located amongst the A1 uses. There are several other A5 uses located along the High Street.

Figure 5.2 Land Use



### Business uses (Use Class B1)

The Development Brief Site contains no businesses, but there are offices used by the West Indian Ex Serviceman Association, in the buildings fronting Clapham Manor Street. However, there are few other business uses along Clapham High Street or adjacent to the Site.

### Dwelling houses (Use Class C3)

There are several residential units along Clapham Manor Street and above retailing units fronting Clapham High Street. The Site is also tightly surrounded by the rear of residential units that face onto Voltaire Road, Edgeley Road and Clapham High Street.

### Non-residential institutions (Use Class D1)

Adjacent to the site, 11-13 Edgeley Road is currently in use as Islamic Centre under the D1 use class. There are also other D1 uses close to the site including an adult education centre on Edgeley Road and St Peter's Church on Clapham Manor Street.

### Assembly and Leisure (Use Class D2)

Clapham Leisure Centre is the major land use within the Development Brief Site. The Leisure Centre contains a swimming pool, gym and fitness centre. Other than the private gym on the opposite side of the High Street to the Site there are limited other leisure uses in the immediate area.

### Sui Generis

There are five buildings 'outside' of the Use Classes Order located within the Development Brief Site in the depot contained within the Site. There are no other sui generis uses in the immediate vicinity of the Development Brief Site.

### Vacant

There are relatively few vacant units along Clapham High Street and in the vicinity of the Development Brief Site.



The mixture of active uses along Clapham High Street shown in Figure 5.2 creates a busy and vibrant environment. There is a significant level of residential development above these uses, however they are frequently set back from the road and as such have a reduced impact. The high level of A3, A4 and A5 Uses is a reflection of the active evening economy.

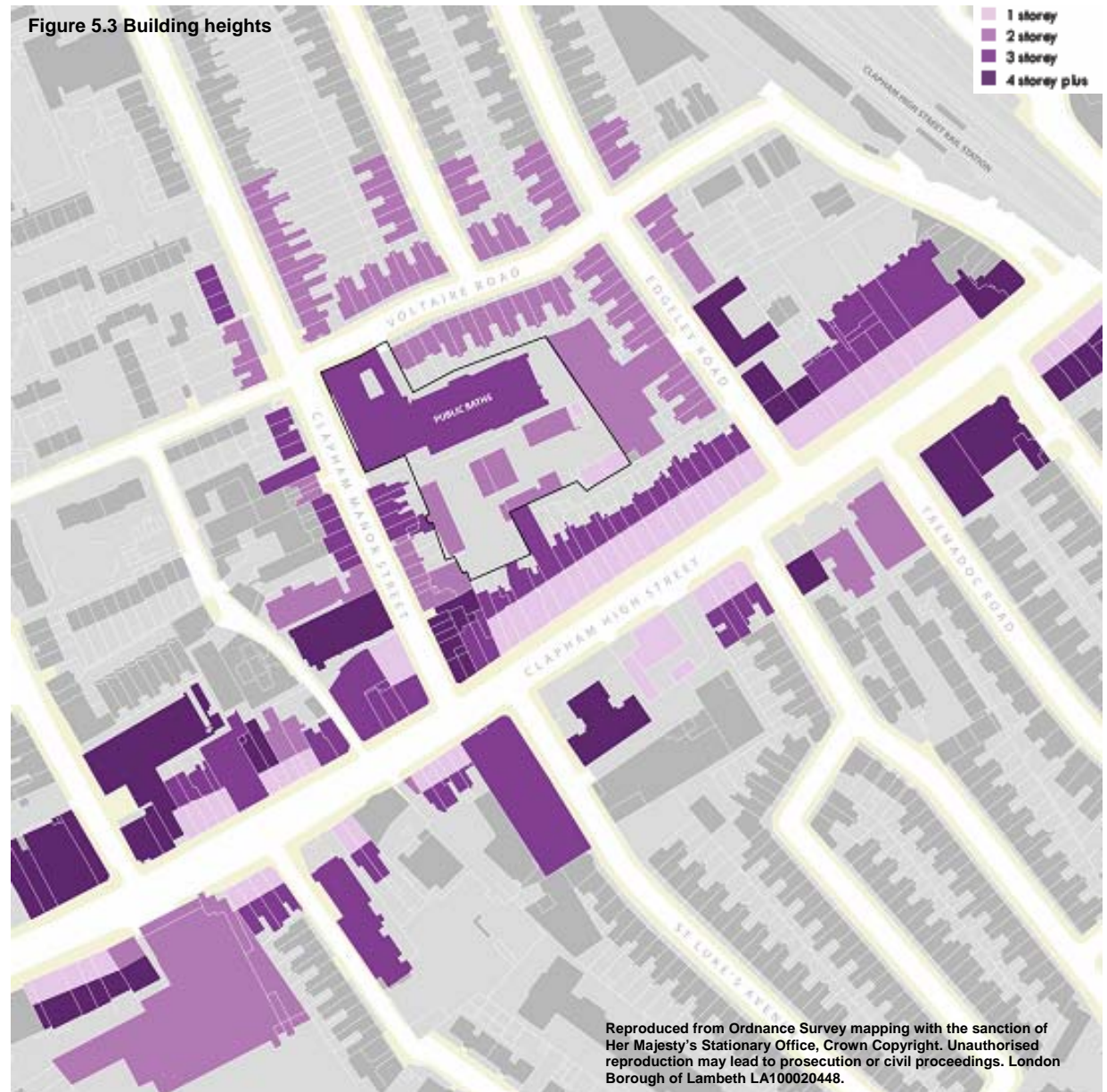
The Development Brief Site is comprised principally of the D1 leisure use along with the sui generis depot in Corporation Yard. The Site is surrounded by residential development which is a potential constraint on the development of any future options for the Site.

## Building heights

Figure 5.3 illustrates the existing height of buildings on the Development Brief Site and surrounding area. The frontage along Clapham High Street between Clapham Manor Street and Edgeley Road is characterised by buildings of mixed height with commercial units that front the street standing at only one storey high and residential units to the rear at three storeys. Along with the leisure centre and a selection of buildings on Clapham Manor Street, these three storey residential units form a group of relatively tall buildings that are either within or overlook the Development Brief Site.

The rest of the Site is enclosed by two a storey residential development along Voltaire Road and Edgeley Road along with the Islamic Centre that is also two storeys high. The junction between Clapham High Street and Clapham Manor Street is the location for several buildings that are four or five storeys high and a restaurant on the corner of the junction and St Peter's Church.

The building heights survey has identified that whilst the Site is surrounded by two storey residential development on Voltaire Road and Edgeley Road, it is also overlooked by a considerable level of three storey development. This, combined with the scale of the Leisure Centre itself, and the adjacent three to four storey buildings on Clapham Manor Street suggests that there is scope for four storey development within the Site.



## Building line

Figure 5.4 highlights the building line along roads around and adjacent to the Site. It illustrates that the section of Clapham High Street between Clapham Manor Street and Edgeley Road has a strong continuous frontage that makes a valuable contribution to the High Street. In contrast, the frontage opposite on the south side of the High Street is fragmented by the location of Mary Seacole House and the former petrol station Site (now being developed).

The building line analysis also identifies relatively strong and uninterrupted frontages where the Site runs along Clapham Manor Street, Voltaire Road and Edgeley Road.

The building line created at first floor level by the projecting single storey shops on Clapham High Street is also an important defining line that contributes to the townscape of the High Street.

The building line survey has identified the need for future options for the development Site to ensure that the existing strong building line on Clapham High Street is retained.

Figure 5.4 Building line

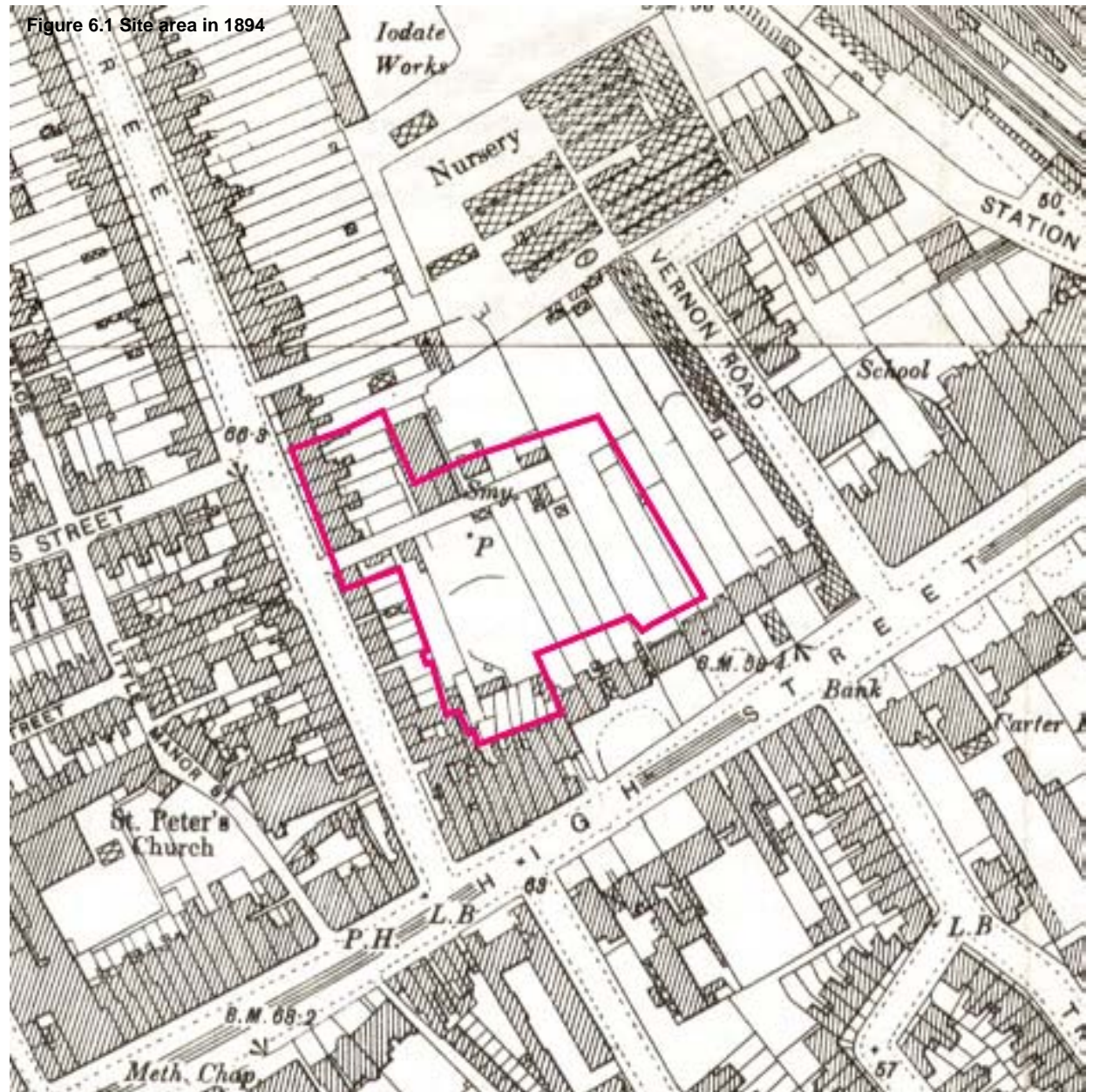


## 6. Conservation and Historic Buildings

The name Clapham goes back to the ninth century and the street plan of the medieval village can still be traced on the hill around Rectory Grove and St Paul's Church. Clapham High Street is also an ancient thoroughfare, being a deviation from the direct course of Stane Street, the Roman military road from London to Chichester. Clapham North Station is believed to be on the original alignment.

With the expansion of London, Clapham became a popular suburb. By the late seventeenth century there were large town houses around the Common, as well as growth in the Old Town area. In the early years of the nineteenth century, the pace of building accelerated and Clapham High Street was developed piecemeal throughout its length. In the first instance these were houses with long front gardens, but as passing trade increased more and more properties were given over to shops and businesses. Flat-roofed shops were projected over the former front gardens and by the end of the nineteenth century properties were being built up against the pavement edge.

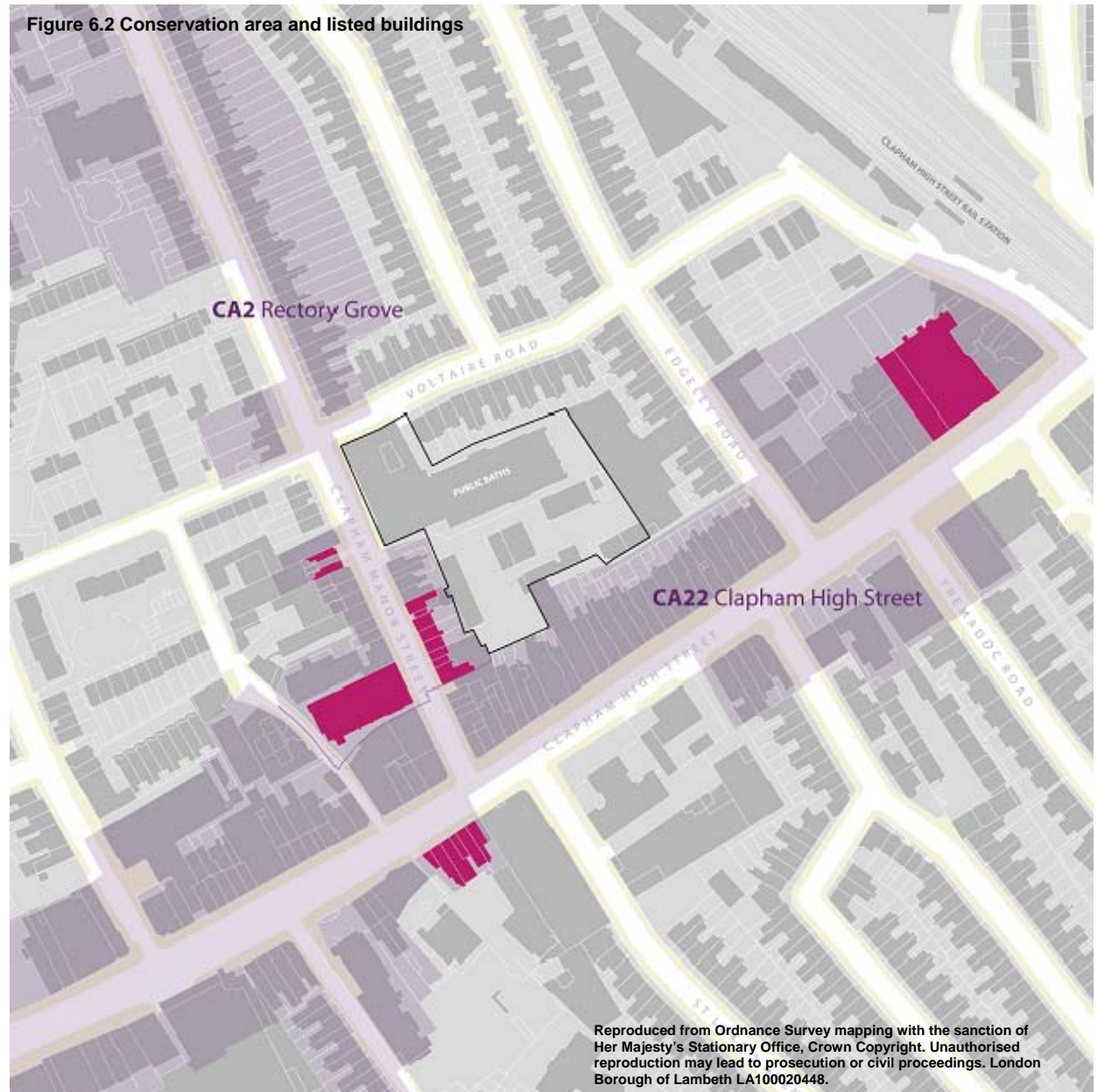
At the turn of the last century the Site (see Figure 6.1) was defined by its residential character with the contribution of the early-mid nineteenth Century terraced housing on the Site of the later baths on Clapham Manor Street and the long rear gardens of the residential houses on Clapham high Street. The Site appears quite open and ready for more intense development. Some of the early-mid nineteenth Century houses were demolished to make way for the Public Baths, therefore explaining the cutting off of Nos. 161-176 from their natural terraced housing hinterland to the north. The only sign of light industry on the Site at this time was the presence of the blacksmiths on the lane off Clapham Manor Street. There were, however, various works located to the north of the Site adjacent to the railway line.



## The Public Baths

The main architectural character of the Site is dominated by the 1930's Clapham Manor Street Baths. A classically designed building with a central three story six bay design with flanking two storey four bay wings. The building is detailed with faience dressings, cornice and spandrel panels and corbels with red brick plain and rusticated columns. The main façade then returns at the sides of the building to the larger bulk at the rear in yellow stock brick. The Baths and Community Centre is a building which represents the philanthropic public spirit of its times. The design of the building reflects a more old fashioned Edwardian style of public building compared to the later modern pared back 1930's design of the open air public baths in the Borough.

Though not within the Conservation Area, the building makes a positive contribution to the setting of the Rectory Grove Conservation Area. It respects the domestic scale and character of the mid 19th Century terraced houses on Clapham Manor Street constructed by the renowned Victorian builder Thomas Cubitt. The building is not listed or directly within the Rectory Grove Conservation Area but account should be given to how the façade of the building contributes to the setting of the Conservation Area.



## Areas adjacent to the Development Brief Site

### Nos. 161-173 Clapham Manor Street

These properties are situated within the Rectory Grove Conservation Area. They are mainly residential two storey terraced houses with mansard roofs and are very clearly part of the intrinsic character of the Rectory Grove Conservation Area and contribute positively to it. Their mid nineteenth century character and their clear townscape relationship to the Cubitt built and designed estate further north means that they are an important part of the Conservation Area. There is a presumption against the demolition of these buildings.

Nos 169A - 173 Clapham Manor Street are Listed Buildings.

### 84-96 Clapham High Street

This jumble of late eighteenth century buildings, are part of the original line of the historic route to Surrey and they are part of the Clapham High Street Conservation Area. The front gardens of the houses were subsequently built on to provide shops in the mid to late nineteenth century and the original houses were badly altered over time.

Houses and shopfronts of this date are a defining characteristic of the Conservation Area. However, their history and footprint and their slightly hidden 18<sup>th</sup> century character do allow them to contribute to the Conservation Area albeit in a 'quirky' way. They do not line up with the adjoining building line at the first floor level where the set back is consistent from no.86 to no.50 of the early nineteenth and late eighteenth century buildings. Given the disjointed nature of the building line on the opposite side of the road the relative consistency of the building line and set backs on the

northern edge give it greater townscape value and help define the character of this part of the Clapham High Street Conservation Area.

There is a presumption against the demolition of these buildings. Any application to demolish would be subject to the tests set out in PPG15, paragraphs 3, 16 – 19.



84-96 Clapham High Street

### 11-13 Edgeley Road

This site is outside the Conservation Area. The gable fronted two storey building with yellow stock with red brick dressings is sandwiched between two turn of the century houses. The building, now in community use, has been altered substantially with unsympathetic windows at first floor level and painted brickwork and two sets of double doors at ground floor level.

Although its location is outside the Conservation Area its proximity to it would be a material consideration when assessing any development on the Site. However, the present building is lower than its neighbours and could benefit in townscape terms from an increase in scale.



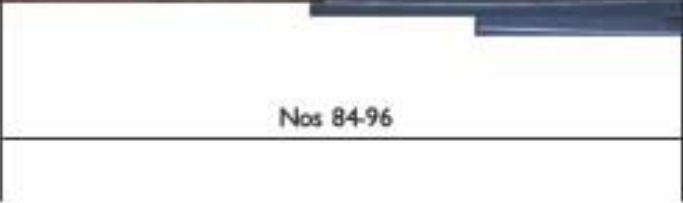
11-13 Edgeley Road



Figure 6.3 50-76 Clapham High Street



Figure 6.4 76-104 Clapham High Street



# 7. Movement Study

The Site is in an appropriate location for high density mixed use development with very good access to transport facilities (Public Transport Accessibility Level (PTAL) rating).

## Public Transport

There are two underground stations, Clapham North and Clapham Common, and one National Rail Station, Clapham High Street within a 5 minute walk and a further 2 stations within a 10-15 minute walk from the site. The Northern Line serves Clapham North and Clapham Common underground stations to Central London and Morden. Frequencies vary from 1 – 4 minutes to Central London and 2 – 5 minutes to Morden, during most of the day. During peak times, (especially am peak) services into Central London have been observed to generally reach capacity.

Clapham High Street National Rail Station is served by Southern Train services. They operate a metro service to London Victoria & London Bridge terminals via Peckham Rye and Battersea Park. Services run approximately every 30 minutes. Phase 2 of the East London Line Extension is proposed to serve Clapham High St, Wandsworth Road and Clapham Junction.

Six bus routes serve Clapham High Street, with bus stops immediately adjacent to the site on Clapham High Street. Each service runs with a frequency of 5 – 12 minutes to the following destinations:

- 88 - Camden Town to Clapham Common
- 155 - Elephant & Castle to Tooting
- 255 - Pollards Hill to Stockwell
- 322 – Clapham Common to Crystal Palace
- 345 - Peckham to South Kensington
- 355 - Brixton to Mitcham

## Local Cycle Network

The site has very good proximity to the London Cycle Network and Lambeth Cycle Network. Voltaire Road is

part of the Lambeth Cycle Network linking north to the London Cycle Network.

Several cycle parking facilities exist along Clapham High Street. It is estimated that parking for approximately 25 bicycles is currently provided by Sheffield stand style cycle loops located at junctions of Clapham High Street with Tremadoc Road, Bedford Road and Venn Street.

Four Sheffield stand style cycle loops are also provided outside the entrance to Clapham Leisure Centre on Voltaire Road, providing cycle parking for up to 8 bikes.

## Local Walking Catchment and Local Attractions

There are many transport, leisure and retail attractors which serve to anchor pedestrian desire lines in this area. Most notably the underground stations to either end of the High Street serve pedestrians in the area. Sainsbury's has a large store on Clapham High Street south west of the site, with a cinema also located further west of the site along the High Street.

Clapham High Street is a bustling entertainment hub, with heavy footfall during the day and evening. Clapham Manor Street is a well-used pedestrian route, with Voltaire Road and Edgeley Road being less utilised.

Four signal-controlled pedestrian crossings exist along the section of Clapham High Street between Venn Street and Voltaire Road.

## Pedestrian Permeability Surrounding the Site

Junctions adjacent to Clapham High Street have raised tables with tactile paving to help raise the awareness of drivers to the high level of pedestrians in the area. There are two signal controlled pedestrian crossings along the High Street close to the site.

A generous footway width generally exists around the site. Footfall is highest along Clapham High Street where footway width extends to approximately 6m. The junction of Clapham Manor Road with Voltaire

Road at the northwest corner of the site currently has poor visibility for pedestrians due to the Clapham Leisure Centre building fronting the street and overgrown shrubbery which adds to this.

A pedestrian desire line currently exists from Clapham Leisure Centre to the bus stops on Clapham High Street. No direct route currently exists through the site to accommodate this desire line, forcing pedestrians to walk around the block to access the Leisure Centre via Clapham Manor Street.

There are currently no other obvious pedestrian desire lines to areas directly north of the site from Clapham High Street. Future desire lines will depend upon proposed uses and positioning within the site. A potential pedestrian access point from Clapham High Street exists allowing the centre of the site to be within a 65m walking distance from the High Street.

## Car Parking Facilities

All streets in the area surrounding the site form Controlled Parking Zones (CPZ) for use by permit holders only. Some bays within adjacent streets have Pay and Display facilities allowing vehicle parking from 4 to 8 hours. Long term parking is prohibited and short term parking is permitted in the allocated bays between 7am to 7pm. Parking is prohibited along Clapham High Street (Red Route), there is provision for loading and parking in the allocated bays.

Parking on residential streets surrounding Clapham High Street is controlled mainly by permit allocation within 'on-street' parking bays. Pay and display facilities are also provided at some locations.

Speed restriction humps currently exist along Clapham Manor Road and Edgeley Road to enforce the 30mph speed limit in the area.

There are various constraints and opportunities:

- Potential conflicts with existing vehicle access points around the Site should be considered.
- The area surrounding the Site is mainly residential; Vehicular access to the Site could be placed opposite the Adult Education Centre on Edgeley Road, to try and avoid nuisance to residents, if the developer were to also acquire 11 – 13 Edgeley Road. The existing width of this access point is also better suited for vehicles.
- Due to space restrictions on the streets surrounding the Site there may be some loss of parking bays to allow for turning and stopping movements by vehicles.
- The Site is in an appropriate location for high density mixed use development with very good access to transport facilities.
- Clapham High Street is a strategic route and will experience delays, especially during peak times, while the surrounding streets are generally residential in nature. Any proposal for the Site will need to be appraised against potential traffic impacts on these routes in consultation with the relevant Highways Authorities.

### Car Ownership

Census data from 2001 for Clapham Town Ward and the total for the London Borough of Lambeth is shown below, along with travel to work by car or van.

	Clapham Town ward	London Borough of Lambeth
No car	42.5%	43%
1 car	42.3%	41.9%
2 cars	12.7%	12.4%
3+ cars	2.5%	2.7%
Travel to work by car/van	14.9%	18.9%

# 8. Development Principles

The UDP identifies that the redevelopment of the Site should strengthen the role and the attractiveness of the town centre. Any development proposals therefore need to demonstrate improvements to the Clapham Town Centre. These improvements can be achieved in a number of ways. This section reviews the main principles which should be taken into account when considering development proposals / planning applications for the MDO27 Site.

The development principles established within this Brief are as follows:

- Land Use Proposals
- Sustainability
- Urban design
- Historic conservation
- Highways / access

## Land use Proposals

Based on UDP policies, the following uses would be appropriate:

- Leisure
- Community
- Employment
- Retail
- Residential

Section nine provides a number of options for bringing forward the different land uses identified above.

## Leisure

The Council wishes to modernise the leisure provision which is currently provided on the Site. It has been identified that the existing building requires significant investment and extensive refurbishment in order to modernise the facilities and ensure that the building meets statutory compliance regulations.

Policy 50 (F) of the UDP protects indoor sports facilities, unless they are replaced on site or at a more appropriate location.

The Council is committed to providing improved leisure facilities on the existing site, either refurbished or replaced as part of a mixed use development in accordance with this policy.

## Community

There are a number of community uses within the leisure centre. Policy 26(c) of the UDP requires that such uses are safeguarded / reprovided. Any scheme will therefore need to make provision for the replacement of these community facilities.

## Employment

The Council depot has provided local employment and the policy 23 of the UDP requires an element of employment to be provided on the site.

Overall, the development scheme should aim to provide a similar level of employment as before the closure of the depot. The Council will take into account employment created in any leisure, community and retail elements of a scheme.

The Council would support and encourage the introduction of different employment uses including workshop / small 'start-up' commercial units within the site.

## Retail

Under Policies 4 and 5 of the UDP, retail developments of the site would be acceptable in principle subject to the provision of improved leisure facilities, satisfactory access and service arrangements. Any new retail scheme would also need to demonstrate that it would contribute to the vitality and viability of the centre and not result in an adverse impact on existing retailers. The Council would, in accordance with UDP policies 7, 29, 54 and 64, resist any new A3 / A4 / A5 units or applications for change of use of existing retail units to A3 / A4 / A5 uses. Additional comparison shop floorspace would help to strengthen the retail function of the centre.

## Residential

Due to the nature of the Site and the surrounding area, residential development is considered an appropriate development option. In accordance with both local and national guidance, full consideration should be given to the guidance within PPS 3 Housing (2006) which suggests that Local Authorities should plan to meet the housing requirements of the whole community, including those in need of affordable and special needs housing.

Due to the accessible location of the development the Council could consider favourably residential densities of between 450 and 700 habitable rooms per hectare provided that the development does not adversely affect the character and appearance of the Site, the Conservation Area and the wider area. When considering the appropriate residential density within the Development Brief area, the Council will take into account the amenity of the occupiers of both existing residents adjacent to individual development Sites as well as future residents of the development.

Residential development at the Site should provide a range of dwelling types and mix in order to meet the requirements of the area. In addition, residential properties should be built to Lifetime Homes Standards and 10% of all dwellings should be built to wheelchair design standards.

In order to comply with policy 16 of the UDP the Council will require 50% affordable housing or 40% if there is no public subsidy available to the scheme.

### **Sustainability Issues**

The Council's UDP policies promote sustainable design and construction of buildings and the Council expects new development to contribute to sustainable development by:

- Making the best use of the land;
- Encouraging the use of public transport;
- Reducing the need to travel by car;
- Creating a development that provides employment opportunities for local people;
- Ensuring energy resource efficiency and waste management provision;
- Ensuring new buildings are designed for ease of maintenance and a life cycle of 60 years;
- Protecting and enhancing the historic environment;
- Ensuring high quality development through good and inclusive design, and the efficient use of resources; and

- Ensuring that development supports existing communities and contributes to the creation of safe, sustainable, livable and mixed communities with good access to jobs and key services for all members of the community.

In addition, in accordance with Policy 34 of the UDP the Council requires that all developments of 10 dwellings or more incorporate equipment for renewable power generation so as to provide at least 10% of their predicted energy requirements.

Policy 35 requires all developments to prepare a sustainability statement, which expresses sustainable design and construction principles. The policy also emphasises the Council's encouragement of making the maximum use of existing buildings.

### **Urban Design Principles / Conservation Area Principles**

#### **Conservation**

There is no requirement for the retention of the Baths building. However, the façade makes a positive contribution to the streetscene and the setting of the conservation area. Any proposals for its redevelopment should be high quality and positively enhance the streetscene and setting of the conservation area. If the façade only is retained, the design of the façade itself and its openings should act as a guide to proposed adjacent development. A half storey or full storey above the façade may be possible in a proposal, however such a higher storey should step back in section to preserve the visual integrity of the façade from the street.

The western perimeter of the Site is adjacent to a sequence of listed buildings and comes under the Rectory Grove Conservation Area. New development should respect the setting of these buildings.

### **Massing**

The massing of the Site is broadly made up of a ring of small buildings to the perimeter and the larger bath buildings in the mid-block area; together with the adjacent Islamic Centre. Where the larger buildings emerge and make their presence felt in the street, they align with and strengthen the perimeter massing of the smaller buildings. The highest buildings (three and four storeys) occur on the corner of Clapham High Street and Clapham Manor Street, and along Clapham High Street as would be expected. Building mass then generally decreases moving toward the residential areas to the north. Voltaire Road and Edgeley Road are mostly made up of two storey terrace housing.

New development must address the existing perimeter conditions. Proposed taller massing in the mid-block area would need to integrate sympathetically with the smaller perimeter buildings, for example. The three storey Baths does create a precedent for a massing jump from two to the equivalent of four storeys however, and this massing relationship is feasible for new construction. Buildings taller than four storeys will probably require stepping to minimise their impact on surrounding buildings and spaces.

Many of the rear gardens of houses to Voltaire Road and Edgeley Road are currently shaded by the Baths. Solar angles should be carefully considered to minimise overshadowing.

The massing of proposed development schemes should be initially assessed for impacts on each of the four perimeter streets, and then for how they contribute to the block as a positive element in the greater urban fabric.

### **Frontage and Character**

The fronts and backs of the existing buildings are currently distinct with backs facing service lanes and private courtyards, and fronts facing the public streets. These orientations coordinate with the buildings' uses and characters: Clapham High Street is a retail-led high street, Clapham Manor Street, Voltaire Road, and Edgeley Road are quieter residential side streets, and Edgeley Lane is a narrow service road.

Proposed development should maintain this positive legibility between the fronts and backs of buildings, and reinforce the character and frontage lines of the streets. The perimeter building line itself should be maintained where possible and the inadvertent creation of gap sites should be avoided.

### **Highways / Transportation**

Clapham High Street (A3) is part of the Transport for London Road Network (TLRN) and plays an important function in the movement of people, vehicles and goods, both in the local and wider London context. Any future development of the site should not have an adverse impact on the function of the TLRN.

As with many strategic routes leading to town centre locations, traffic congestion during peak times is heavy. A detailed Transport Assessment will be required to accompany a planning application for development at

this site. The transport assessment should be in line with TfL's Transport Assessment Best Practice Guidance Document (May 2006). Within this, proposals for the site will need to be appraised against potential traffic impacts, depending on the nature and scale of the development, in consultation with the relevant Highways Authorities (TfL & LBL).

It is recommended that the quantum of development at this site should not be constrained by available highway capacity of the adjacent network, but that sustainable transport measures be considered as an integral part of proposals for the site, for example travel plans, potential for car sharing and car clubs. Public transport capacity will need to be assessed, however, as required by TfL TA Best Practice Guidance.

Transport for London will need to be consulted on any applications which impact on Clapham High Street.

### **Pedestrian Access**

The objectives of permeability and linkages with town centre activities are supported, but in the present site circumstances it is difficult to see how the UDP objective in MDO27 to provide links to all four street frontages could be achieved. However any opportunities for pedestrian linkages through the site to the High Street would be supported.

The entrance to the development from Clapham Manor Street should be easily definable and accessible.

In preparing detailed schemes for the Site, the Council will require that public realm improvements are made as part of any development package.

The development should be readily accessible to people with disabilities and any planning application must be accompanied by a design and access statement.

### **Servicing**

Servicing arrangements should be the subject of discussion with the Council. The requirements and issues associated with servicing the site will be dependent upon the nature of the proposed uses and the types of vehicles that these would generate.

With regard to the leisure centre, consideration will need to be given to the need for coaches to set down and collect parties of school children on street. Parking should be provided in clearly designated bays.

## Parking

Policy 14 of the UDP sets maximum standards for the level of car parking for new development and minimum standards for cycle parking. These standards are set out in Table 6 of the UDP.

This site has a very good Public Transport Accessibility Level (PTAL) of 6a. Therefore the following maximum car parking standards apply:

- Leisure – 1 space per 40sqm of gross floor area (gfa)
- Employment – 1 space per 1,600sqm gfa for a ground floor operation, with 1 space per 1,500sqm for upper storeys of B1
- Retail – Food retail - 1 space per 75sqm gfa; Non-food retail – 1 space per 100sqm gfa
- Minimum disabled persons' parking – 1 space per 25,000sqm gfa or 10% of overall parking – whichever is the greater
- Residential – maximum number of parking spaces for dwellings by number of dwellings:

No of Bedrooms	Max. No of Parking Spaces
3+	0.5
2	0.4
1/Studio	0.25
Affordable housing (not key worker housing)	$\frac{3}{4}$ of above

Due to the highly accessible site location, the Council will accept lower or no off-street parking, depending on the nature of the proposals

Parking provision and opportunity at this location will vary due to spatial constraints and on street parking restrictions around the Site. Such locations can often benefit from car club facilities, especially for residential

use. Employment uses on such sites could benefit from implementation of Travel Plans related to development, this forms a series of measures put in place to encourage sustainable transport movements related to the Site. In any event the Council will resist the loss of on street car parking bays and will require parking provision which takes into account the accessible nature of the Site.

The parking needs of visitors must be taken into account, particularly to leisure facilities.

The Council will expect a good level of cycle parking provision for the leisure centre, and at least 1 space per 125sqm B1 or food retail floorspace. At least 1 space per 300sqm of non-food retail will be required, and a minimum of one cycle space per dwelling. For any residential element of a scheme, a covered cycle parking facility should be included within the design of the building.

# 9. Potential Development Options

## Option One

Option One gives an example of how leisure, residential and employment uses could be provided on the site. The leisure centre is retained and refurbished in its current location and the depot land is redeveloped for alternative uses;

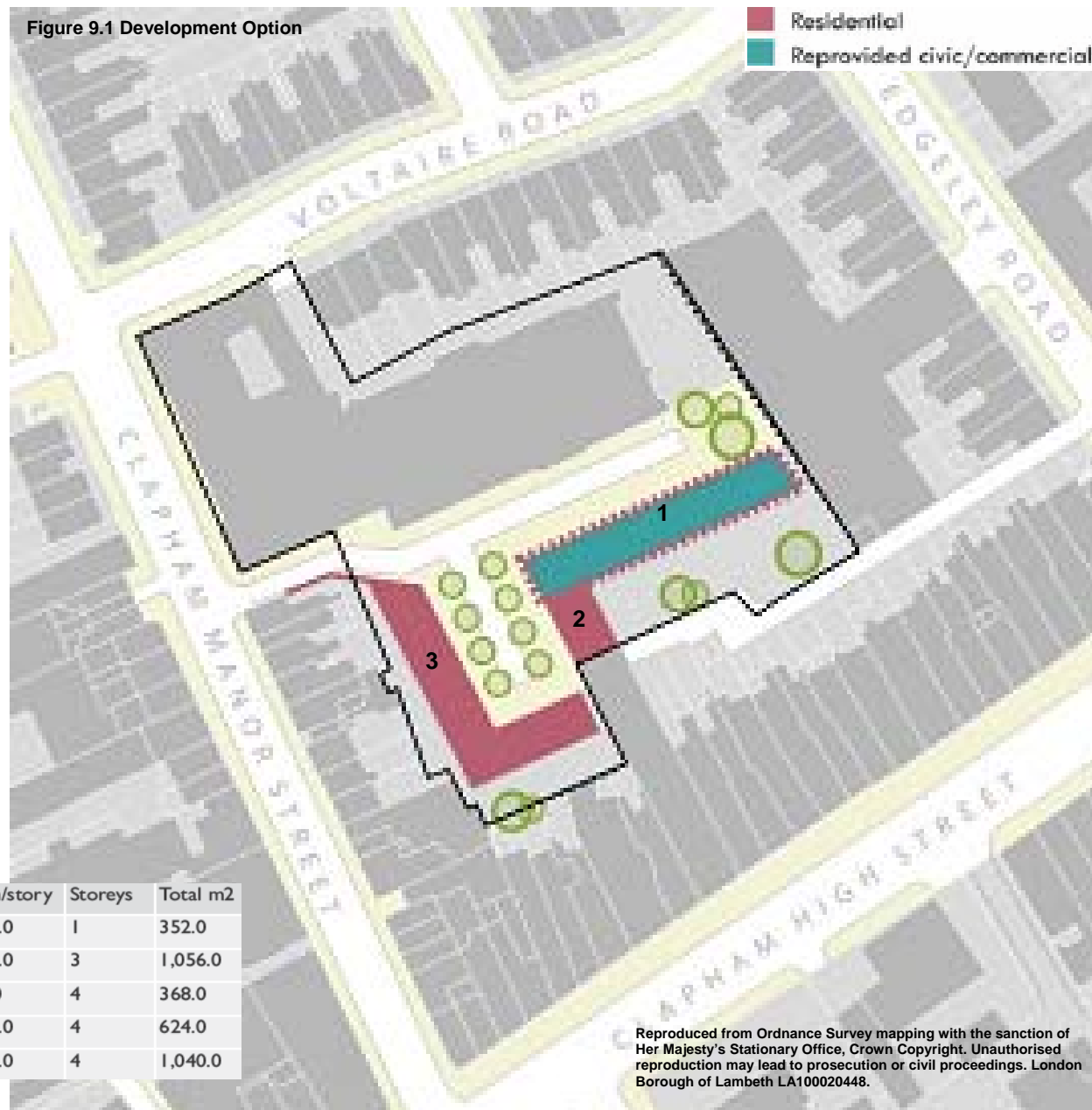
Option: Redevelopment of Site (retaining existing Leisure Centre)

The principles of the Option are as follows:

- Existing leisure centre retained and refurbished;
- Proposed residential mews development in the mid block area of Site (up to four storeys in height) with access from Clapham Manor Street; and
- Edgeley Lane preserved as a service and access lane

This option anticipates storey heights of 3 storeys adjacent to the Clapham High Street frontage. Car parking associated with this option would be limited, although there may be potential for some off-street car parking. Making use of the existing access points into the site, this option demonstrates the retention of the Leisure Centre and redevelopment of the land associated with the Corporation Depot. Provision is made for commercial uses within part of the ground floor area; these could be in the form of workshops or offices, with residential on the remainder of the ground floor and within the upper floors.

Figure 9.1 Development Option



Option I	Use	Width	Length	sqm/story	Storeys	Total m2
1	Employment	8.0	44.0	352.0	1	352.0
	Residential	8.0	44.0	352.0	3	1,056.0
2	Residential	8.0	11.5	92.0	4	368.0
3	Residential	8.0	19.5	156.0	4	624.0
	Residential	8.0	32.5	260.0	4	1,040.0

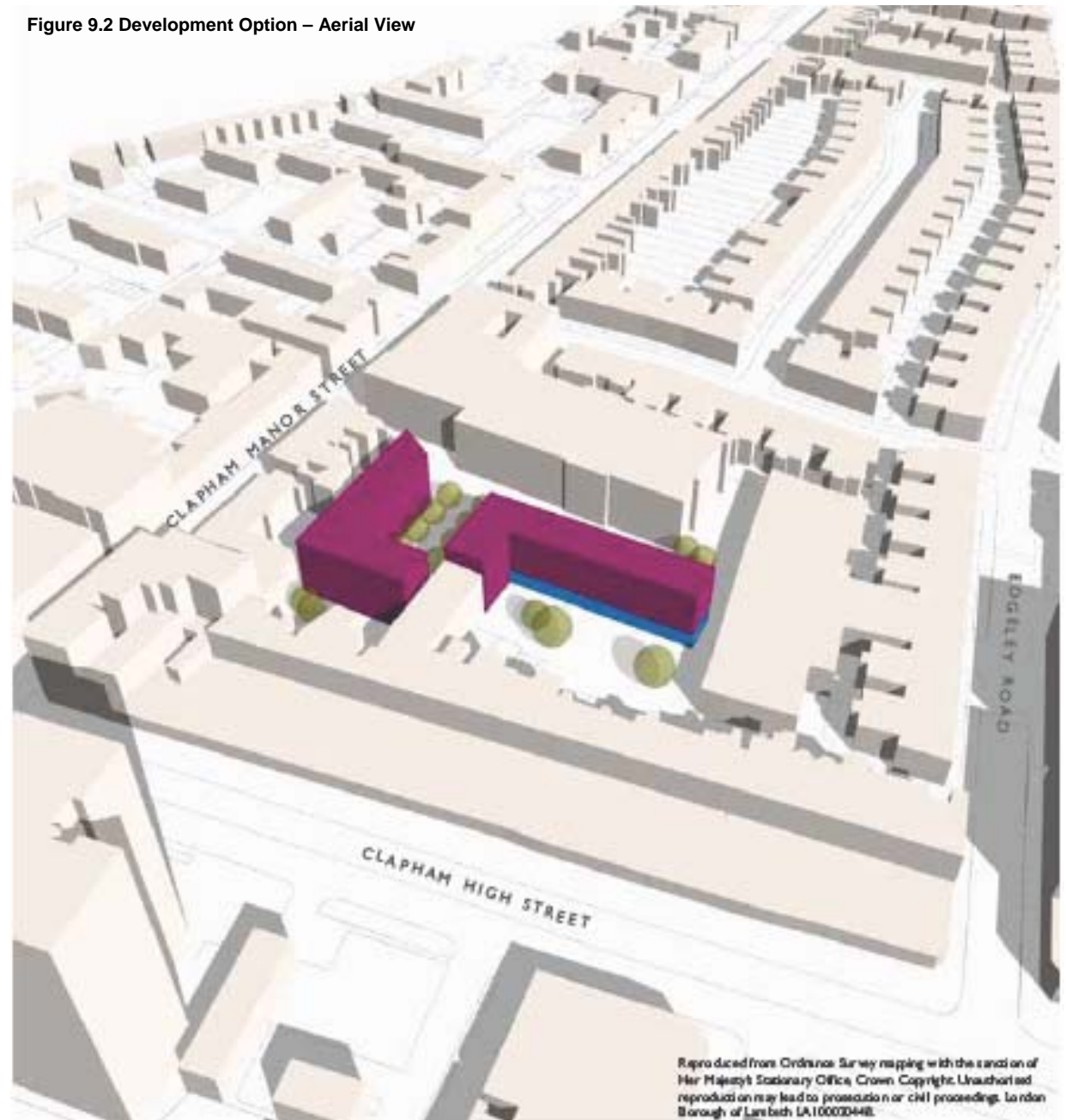
The proposed uses are considered appropriate for the site. In addition, this option ensures that the community uses would be retained on the wider site. There would also be a provision of employment generating use.

The storey heights ensure that there is an acceptable relationship from a massing and separation perspective between the existing and proposed buildings within the site. The option would result in landscaping in an area which is currently devoid of any landscaped areas.

Buildings which positively contribute to the character or appearance of the Conservation Area will be retained, particularly as the demolition would be limited to areas outside of the Conservation Area.

The urban design principles established within the proposals ensure that there is a clear demarcation of fronts and backs within the site. The only instance where this may not be strongly achieved is the relationship between the proposed residential overlooking the wall of the leisure centre. The retention of the leisure centre ensures that the building line on Clapham Manor Street is retained.

Figure 9.2 Development Option – Aerial View



## Option Two

Redevelopment of the site – providing a new replacement leisure centre

The principles of the option are as follows:

- Leisure replaced on site.
- Proposed residential, employment and community uses on upper floors and to the rear of the site.
- Edgeley Lane preserved as a service and access lane.

The new leisure centre will include a swimming pool and sports hall, providing expanded leisure facilities for the area. Residential above and to the rear of the new centre would also be provided and this option anticipates 4 storeys at the centre of the site.

The proposed uses are appropriate for the site and ensure that community and other town centre uses would be re-provided on the site. There would also be a provision of employment generating use.

The storey heights would ensure that there is an acceptable relationship from a massing and separation perspective between the existing and proposed buildings within and adjacent to the site. Careful design will be needed to provide attractive and safe access from all parts of the site to the existing street network.

# 10. Implementation and Planning Application Procedure

## Planning application requirements

- A Design and Access Statement
- A Sustainability Statement
- An Environmental Impact Assessment (if required)
- Transport Impact Assessments / Travel Plan
- Retail Impact Assessment (as appropriate)
- Remediation Statement (as appropriate)
- Archaeology study (as appropriate) to include a desk based assessment and an historic building appraisal

## Planning Obligations

Under Policy 57 of the UDP, the following headings are the main topic areas where the Council is likely to seek Planning Obligation from the development of this site:

### a) Affordable Housing:

### b) Education contributions from new residential development

- Primary School Place Contributions
- Secondary School Place Contributions

### c) Community Facilities

- Leisure and Sport Building
- Local Community and Youth Facilities

### d) Public Realm

- Parks and Open Spaces
- Streetscapes
- Revenue Contributions
- Public Art
- Safety and security, e.g. lighting, CCTV

### e) Transport

- Public Transport
- Traffic and Highway Works
- Parking Restrictions
- Car Clubs
- Travel Plans

### f) Sustainability

- Renewable Energy
- Sustainable Design in Construction

### g) Employment & Training Measures

- Local Labour in Construction
- Employment & Training Contributions
- Securing Employment Premises

### h) Other

- Town Centre Regeneration Initiatives

### i) Fees and Monitoring Costs

- Legal
- Section 106 Monitoring and Programme Cost

In the case of the development brief site, some of the above obligations will be necessary to make the development acceptable, particularly with regard to transport measures. Others will depend on the impact of the scheme and be considered in the context of the benefits to the community from improved leisure facilities on the site.

# 11. Contacts

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