

**LONDON BOROUGH OF LAMBETH**

# **UNITARY DEVELOPMENT PLAN**

Adopted by Lambeth Council on  
6<sup>th</sup> August 2007

Policies Saved Beyond 05 August  
2010 and not superseded by the Local  
Development Framework Core  
Strategy January 2011.

Issued 20 January 2011

# **LONDON BOROUGH OF LAMBETH**

## **Saved Policies**

The Lambeth Unitary Development Plan (UDP) was adopted by Lambeth Council on the 6<sup>th</sup> August 2007. All the policies contained in local plans and unitary development plans are saved for three years after adoption by virtue of the Planning and Compulsory Purchase Act 2004 and if local authorities wish to retain specified policies beyond the expiry of the three year period, they will need to seek the Secretary of State's agreement to issue a direction to this effect.

The council is currently working on a Local Development Framework (LDF) to replace the UDP. The council's Local Development Scheme sets out the programme for preparation and adoption of these documents and the earliest the full suite of LDF documents will be adopted is in 2012.

In these circumstances it was considered necessary to apply to the Secretary of State for a direction under paragraph 1(3) of Schedule 8 of the Planning and Compulsory Purchase Act 2004 to save a number of existing UDP policies for a further three years in order to support the council's development management function in the interim period between expiry of the UDP policies and adoption of the LDF.

Local authorities are required to demonstrate that the policies they wish to save reflect the principles of local development frameworks and are consistent with current national policy. Policies that duplicate national or regional guidance cannot be saved. The council submitted a list of policies that it wished to save accompanied by justification for their retention to the Secretary of State in February 2010. The Secretary of State responded in July 2010 issuing a Direction listing the policies to be saved for a further three years.

This version of the UDP has been amended to reflect the Secretary of State's Direction and all policies not saved by the Direction have been struck through. The policies that have not been saved no longer form part of the development plan and will not be used in the assessment and determination of planning applications with effect from the 6<sup>th</sup> August 2010.

## **Superseded Policies**

The Council's LDF Core Strategy was found sound by a government inspector in the Inspector's Report dated 6 December 2010. It is anticipated that the Core Strategy will be adopted by the Council on 19 January 2011. A number of the saved UDP policies will be fully or partially superseded by the core Strategy on adoption. The superseded policies have also been struck-through in this version of the UDP. The status of all of UDP policies is also listed in Annex 10 of the Core Strategy.

On adoption of the LDF Core Strategy, the Core Strategy and the remaining saved, non superseded UDP policies form the development plan for Lambeth, along with the London Plan 2008.

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## Policy Finder

This page helps you find the key policies that may apply to some of the most common planning applications. It does not attempt to be definitive and other policies may apply in certain circumstances and instances.

Domestic Extensions	Policies 33 & 36
Renewable Energy and Sustainable Design	Policies <del>34</del> and 35
Forecourt Parking/Access	Policy 39
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Shopfronts	Policy 37
Adverts	Policy 37
New Housing	Policies 15, 16, 31, 33 & 38
Change of Use in Town Centres	Policies 4, 19 and any food and drink policies that apply.
Change of Use to Food and Drink	Policies 7, 29, <del>54</del> , ( <del>Brixton 59</del> ), (Clapham 64), (Waterloo 82)
Loss of Employment	Policies <del>22</del> & 23
Community Facilities	Policy 26
Loss of Pubs	Policy 27
New Offices	Policies 3, 9, 14, 19, <del>20</del> , 21, 31 & 33
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# PART I

## 1. Introduction

### 1.1. What is Planning?

1.1.1. Few things ever stay the same. New needs for buildings are found as people move in and out of areas, technology changes and the way we live alters. It is essential that we decide, as a community, the changes in the way we use and develop land and buildings to reflect these changing needs. Planning permission is generally needed for carrying out development (building, other operations and changes of use) of land. Planning control may be used, for example, to prevent development that would be harmful to the public interest.

1.1.2. Without planning control, changes which could, for example, unacceptably block light to neighbours, create dangerous traffic conditions or be harmful in many other ways, can occur. Planning is concerned with the management of this change for the good of the whole community, with the power to grant or refuse planning permission for many different types of development.

1.1.3. Planning also has a more positive role:

- It helps us achieve the kind of high quality environment we all want to see.
- It helps to ensure that the houses and places of work we need in the future are co-ordinated, are accessible, built in the right places and in the right way.
- It helps to see that resources are used efficiently on new transport investment and on regenerating run-down areas. It provides the framework for regeneration initiatives, and outlines what sorts of transport and physical regeneration projects are appropriate in what sort of areas.
- It helps us to preserve and enhance our most cherished built and natural heritage.

### 1.2. What is the Unitary Development Plan?

1.2.1. The law gives Local Councils a duty to prepare a plan which sets out policies on how they would like this change to occur and what can or cannot be built in particular areas – in Lambeth's case, this is called a Unitary Development Plan (UDP). The plan provides the vision to achieve these aims and to make decisions on planning applications and add value to the quality of planning applications.

1.2.2. The Plan also indicates where the Council wishes to encourage new development in particular areas within the borough or on individual sites. The new UDP is far more proactive than previous plans. It actively seeks to achieve major change to improve the quality of life in major sites and areas such as in Streatham, Brixton, Waterloo and Vauxhall.

1.2.3. In England and Wales a 'plan-led' system operates. This means that, unless there are good planning reasons not to, the plan should be followed when making decisions on planning applications. This helps avoid decisions being made in an arbitrary manner, gives everyone the opportunity to shape the way decisions are



made on the future of an area and, finally, gives everyone a reasonable level of certainty which can aid the making of property and investment decisions.

1.2.4. While plans look forward 15 years or so, the Council will be carrying out a rolling programme of review every few years to keep the plan up-to-date and make formal modifications to the plan to take account of changing circumstances. Lambeth needs to review and replace its plan. The new plan, however, has to go through a number of stages before it is finalised or 'adopted'. These stages are designed to take account of the views of those who might have an interest in the future planning of the borough such as local residents and businesses.

1.2.5. When the replacement plan is 'adopted', it becomes an important statutory document, as part of the 'plan-led' system referred to above. Section 54A of the Town and Country Planning Act 1990 (as amended by the Planning and Compensation Act 1991) ("the Planning Act") requires planning applications to be determined in accordance with the adopted plan unless material considerations indicate otherwise.

1.2.6. The legal framework for the preparation of the UDP is the Planning Act and the Town and Country Planning (Unitary Development Plan) (England) Regulations 1999. Under these, every London Borough is required to prepare a Unitary Development Plan which is the statutory Development Plan for the whole of its area. The plan has to address 'strategic' London-wide issues and contain detailed local policies. The policies and proposals in the UDP are intended to last for about 15 years from the date of adoption.

1.2.7. Policies in the Lambeth Plan are required to be implemented with due regard to the Race Relations Amendment Act 2000, The Crime and Disorder Act 1998, the Disabled Persons Act 1981 and the Disability Discrimination Act 1995.

1.2.8. As required by the Planning Act, Lambeth's draft UDP has been produced within the context of national and regional planning policies as well as those for London as a whole, the latter being set out principally in the Government's Strategic Guidance for London Planning Authorities (RPG3) issued in 1996 and now superseded by the Mayor of London's London Plan (February 2004).

1.2.9. The UDP is required to be in "general conformity" with the London Plan.

## 1.3. Format of the Plan

1.3.1. Under current planning legislation the UDP must contain a Written Statement, presented in two parts, and a Proposals Map.

1.3.2. Part I is a statement formulating the Council's general policies in respect of development and use of land in the Borough. In accordance with the Planning Act, it has had regard to:

- Any regional or strategic planning guidance from the Secretary of State to assist in preparation of the plan;
- current national policies;
- the resources likely to be available; and
- such other matters as the Secretary of State may prescribe or direct.

1.3.3. Part I sets out the regional context of the Borough and includes strategic policies that set the overall policy framework for Part II of the Plan. Part II itself comprises two sections:

**Section A** sets out the detailed policies for development and use of land, with appropriate supporting text by way of reasoned justification. All borough-wide policies governing changes of use and design are included in this section.

**Section B** contains the more detailed planning policies for specific Major Development Opportunities (MDOs) or parts of the Borough e.g. Waterloo and the Proposals Map and relevant diagrams and tables.

1.3.4. The **Proposals Map** shows the areas covered by specific policies in the plan such as Metropolitan Open Land, The Central London Boundary, The Thames Policy Area, Conservation Areas, Town Centres and Key Industrial and Business Areas, and proposals for specific MDOs.

1.3.5. In addition to the statutory policies the Council also issues additional planning guidance on matters such as the design of house extensions. Although not part of the plan, this guidance, called Supplementary Planning Guidance, can be helpful for those making planning applications, as it may be a material consideration in their determination.

## 1.4. Using the Plan Policies

1.4.1. It is important to view the plan as a whole. Applications should be viewed against all relevant policies which apply cumulatively. Cross-referencing is kept to a minimum – the aim is for the plan to say something once and once only.

1.4.2. For example, if land is allocated for a specific use, or the existing use is protected by a specific policy, then other policies generally promoting other uses will not apply. Policies protecting uses apply to lawful uses, not unauthorised uses. Policies only apply to matters subject to planning control.

1.4.3. To find out which policies apply, use the A, B, C Process

**A** - According to the type of development apply the policies listed in the policy finder at the front of the plan.

**B** - All proposals must meet policies relating to protecting residential amenity, transport impact, conservation and urban design.

**C** - Apply the site-specific and area policies for that site/part of the borough in Part II, section B of the plan.

1.4.4. Specific policies apply to Major Development Opportunity sites. For the most part, these do not indicate a specific use, unless it is the preferred site for a new community facility or the policy on affordable housing priority sites applies. This gives flexibility over the future use of sites.

1.4.5. The Proposals Map shows the policies and proposals that affect any particular property. Many of the policies apply to the whole area of the borough. If any discrepancy arises between the contents of this Written Statement and the Proposals Map, the former takes precedence.

## **2. Background and Context**

### **2.1. About Lambeth**

2.1.1. Lambeth is rapidly changing. There is a real buzz about the borough, especially with the opening of facilities such as the London Eye and the London Imax. This is just the beginning, as the borough contains regeneration opportunities of London-wide and national importance. Lambeth's UDP has to face the challenge of guiding and shaping this change, so that the economic benefits of its capital city location are shared by its communities, some of which are amongst the most deprived in London.

2.1.2. Lambeth is one of a ring of local authorities which constitute Inner London. It is a Borough of many contrasts, from the densely built-up north (Waterloo, Vauxhall and Kennington), through the mixed areas of Brixton, Herne Hill, Clapham and Stockwell, to the suburbs of Streatham and Norwood.

2.1.3. The north of the borough is bounded by the River Thames, which faces the Houses of Parliament and Big Ben. Its proximity to central London and the location of the International Rail Terminal at Waterloo makes it the commercial heart of the borough and the home of the larger businesses. It is also the home of the London Eye. Lambeth includes the South Bank complex as the most visible element of a thriving, expanding arts and leisure industry within the borough. Examples include internationally known venues such as the Old Vic, the Young Vic, the National Theatre, Royal Festival Hall and the National Film Theatre. Another well known site is the Oval Cricket Ground. Brixton is a varied and diverse centre of markets, entertainment venues and specialist shops. The south of the borough also has the fine West Norwood Cemetery, the Rookery open space and Streatham Common.

2.1.4. Lambeth is the most accessible of the South London boroughs with tube and rail connections. The proposed cross river tram will radically improve this situation.

#### ***Population***

2.1.5. The London Borough of Lambeth is the most populous inner London borough with a population of 272,500 (1999 mid-year estimate). Between 1981 and 1991 the population fell by 11% – the second highest loss for a London borough. However it is now increasing. The number of households was estimated at 128,000 in 1999.

2.1.6. Lambeth is one of the most diverse communities in Great Britain. 34 % of Lambeth's population are from ethnic minorities - the seventh highest figure for a London borough. 25 % come from black groups and 4 % from groups from India, Pakistan and Bangladesh. Lambeth has the highest proportion of Black Caribbean residents of any London borough. Lambeth also attracts refugees from many nations/countries, such as Vietnam, Somalia, Eritrea, Angola. Some 132 languages are spoken in the borough. After English, the main languages spoken are Yoruba and Portuguese. This diversity is a source of cultural strength and innovation.

2.1.7. About 51% of Lambeth residents have no access to a car, one of the highest proportions in the country. About 19% of the Borough's population are under 18, and about the same proportion over 60.

### ***Employment and Unemployment***

2.1.8. There are about 7,800 businesses in the borough, providing 95,400 jobs. These are predominantly small businesses with 88% of them employing fewer than 25 employees. The public sector is the dominant form of employment in Lambeth, followed by medical and other services, and banking and finance.

2.1.9. Lambeth has a comparatively high unemployment problem with an official unemployment rate (Aug 2000) of 8.6%, compared with 7.6% for Inner London and 5.0% for Greater London as a whole. For men the figure is 11.7% and women 5.0%. The problem is compounded by the length of time which many Lambeth residents remain unemployed, with 49.9% having been unemployed for over six months.

### ***Crime***

2.1.10. Lambeth has a high crime rate and the highest rate of violent crime in the UK. Brixton town centre is a particular hot spot for crime.

### ***Poverty***

2.1.11. The 2000 Index of Local Deprivation ranked Lambeth as 79th (13th in London). Lambeth has three wards in the top 10% most deprived wards (Angell, Vassall, Gipsy Hill) and 16 (almost three quarters of all wards) in the top 20%.

2.1.12. Deprivation is widespread throughout the borough. Poverty exists cheek by jowl with affluence - a situation which is typical of Lambeth and of London. The following, while not exhaustive, highlights the extent of the problems facing Lambeth:

- Nearly 37% of dependent children live in households with no earner.
- Of the children going to Lambeth state schools, 48% of secondary and 43% of primary schoolchildren are eligible for free school meals.

### ***Housing***

- 34% of the households in Lambeth are local authority tenants.
- 10% are Registered Social Landlord tenants, 38% are owner occupied, and 18% are private rented.
- 88% of local authority housing stock is on estates.

- There are 10,263 people on the housing register in Lambeth, and 1,042 registered homeless households.
- The Housing Needs Survey estimates that 87% of black households could not afford market rents (compared with 65% of white households).
- House prices are rising in south London, and 1999 - 2002 has seen dramatic rises in prices throughout Lambeth, and particularly in Brixton, which has seen the highest rises in London.

### ***Health***

- Lambeth has an infant mortality rate of 8.2 in 1,000, compared with 5.8 in Greater London.
- Teenage pregnancy rates are the highest in the UK. The number of mothers in the 11-15 age group is nearly two and a half times the national average and nearly 20% higher in the 16 -19 age group.

### ***Environment***

- Lambeth has a shortage of open space and problems of noise and pollution.
- Lambeth has 60 conservation areas which makes approximately one third of the borough green.
- There are 450 protected trees in the borough, 2500 listed buildings and 8 historic parks and gardens.
- The whole borough is an Air Quality Management Area (AQMA). 90% of Lambeth's Air pollution is from vehicles and the main pollutants of concern are Nitrogen Dioxide, Fine Particulates, Carbon Monoxide and Volatile Organic Compounds.

## **2.2. Lambeth in London**

2.2.1. London is a world class city, contributing around 15% of the UK's gross domestic product. Boroughs are required, by government policy, to have regard in their plans to London's capital and world city status and make provision in plans for enhancing and supporting this role.

2.2.2. The regional planning policy dimension for London is provided by the London Plan (adopted 10 February 2004). Prepared by the Mayor of London, the London Plan sets out strategic policies for the development and use of land as well as providing the spatial context for the Mayor's other strategies - particularly those relating to transport, regeneration and sustainable development.

2.2.3. Under the Greater London Authority Act 1999 all London UDPs must be in general conformity with the Mayor's spatial development strategy. This is contained in the London Plan. The Mayor has to be notified of applications of strategic importance and has the power to direct that certain applications be refused that boroughs are minded to approve.

#### 2.2.4. The London Plan:

- Is the strategic plan setting out an integrated social, economic and environmental framework for the future development of London;
- Looks forward over a 15–20 year period;
- Expresses and integrates the spatial dimensions of the Mayor's other strategies and their rationales – including broad locations for change and a framework for land use management and development;
- Sets out proposals for implementing and funding the strategy;
- Is the London-wide context within which individual boroughs will set their local planning policies through their UDPs (and Local Development Frameworks);
- Sets the policy framework for the Mayor's involvement in individual major planning decisions in London;
- Is London's response to European guidance on spatial planning (the European Spatial Development Perspective).

2.2.5. The Mayor is also required by law to produce other strategies for London covering the key issues which are: transport, economic development, culture, biodiversity, noise, air quality and municipal waste management. The Mayor has also produced strategies on energy and housing (the latter developed jointly with the boroughs). In addition a special Children's Strategy is being developed with the help of the London Commissioner for Children's Rights. The London Plan is the policy document that sets down the spatial implications of each of these policy areas. As such it goes beyond the scope of a traditional land-use plan.

#### 2.2.6. Underlying all of the Mayor's Strategies is the Mayor's vision for London:

- To develop London as an exemplary *sustainable world city*. Based on three balanced and interlocking elements of strong and diverse economic growth, social inclusivity to allow all Londoners to share in London's future success, fundamental improvements in environmental management and use of resources.
- This will mean London needs to become *a prosperous city*, in which all share in the benefits of wealth created in London's dynamic economy.
- A city for people: *a livable city* of safe, attractive streets, where goods and services are within easy reach and where everyone feels safe and secure.
- *An accessible city*: with fast, efficient and comfortable means of transport, and access to affordable homes, education and training, health, leisure and recreation.
- *A fair city*: showing tolerance and abolishing all forms of discrimination, where neighbourhoods and communities have a say in their futures.
- *A green city*: making efficient use of natural resources and energy, respecting the natural world and wildlife, using to the full the varied pattern of open space, eco-friendly design and construction methods, recycling waste and creating new 'green' industries.

Source: The London Plan, 2004

2.2.7. Among the key ways in which the Lambeth UDP implements many of the Mayor's emerging policies are:

- Recognising the role of the northern part of the Borough as part of the Central Activities Zone and part of the Central London Sub-Region area as identified in the London Plan;
- Policies for areas of Londonwide importance such as the Southbank;
- Policies on Lambeth's contribution to London's economy and World City functions - particularly in Central London;
- Policies to promote additional housing, especially affordable housing;
- Policies to promote major transport improvements, such as the cross river tram, and development at strategic transport hubs (interchanges).
- Promoting waste minimisation, recycling and resource efficiency.

## **2.3. Sustainable Development**

2.3.1. The Strategy for Sustainable Development in the UK 'A Better Quality of Life' DETR, 1999 states that: "At its heart [sustainable development] is the simple idea of ensuring a better quality of life for everyone, now and for generations to come."

2.3.2. A widely used international definition is from 'Our Common Future' (The Brundtland Report): "Development which meets the needs of the present without compromising the ability of future generations to meet their own needs."

2.3.3. The revised 1999 UK strategy emphasises the social aspects of sustainable development such as reducing social exclusion. It has four major themes:

- Social progress which recognises the needs of everyone;
- Effective protection of the environment;
- Prudent use of natural resources; and
- Maintenance of high and stable levels of economic growth and employment.

2.3.4. It emphasises the role of planning in promoting regeneration, social inclusion and more sustainable patterns of development, especially through directing development to accessible locations.

2.3.5. In February 2003 the Government published its vision for sustainable communities in Sustainable Communities – building for the future. Some of its key requirements are:

- A flourishing local economy.
- Strong leadership to respond positively to change.

- Effective engagement and participation.
- A safe and healthy local environment.
- Sufficient scale and density to support basic amenities.
- Good public transport infrastructure.
- Flexible and sustainable buildings.
- A well-integrated mix of decent homes of different types and tenures.
- Good quality local public services.
- A diverse, vibrant and creative local culture.
- A “sense of place”.
- Low levels and fear of crime.
- The right links with the wider regional, national and international community.

These are given emphasis in consultation draft PPS1 (February 2004).

2.3.6. Lambeth is committed to achieving sustainable development through its Environmental Charter and this is the key underlying theme of the UDP. It is reflected in the objectives of the plan – as well as the indicators used to monitor progress on the plan and update it. These indicators have been used to assess the sustainability of alternative strategies for the plan as well as the proposed core strategic policies. Detailed policies and MDOs have been assessed for their compatibility with the core strategic policies and, as a result, their overall sustainability.

2.3.7. Lambeth has had full regard to the Government Good Practice Guide GPG22 ‘Planning for Sustainable Development - Towards Best Practice’ as well as GPG 23, PPG13 Guide to Better Practice. In particular, the new plan implements the recommendations to:

- Promote high densities;
- Promote mixed use;
- Maximise the reuse of previously-developed land;
- Promote walking and cycling and restrict use of the private car;
- “Retrofit” parts of the urban area to provide facilities in parts of the borough where they are lacking;
- Promote nature conservation and biodiversity;
- Promote energy conservation and sustainable design.



## **2.4. National and Regional Planning Policy**

2.4.1. National planning policy is set out in Planning Policy Guidance Notes (PPGs), consultation draft Planning Policy Statements (PPSs), Regional Planning Guidance (RPG) and Circulars. The new plan has had full regard to such policy. To cut down on the length of the plan, references to such guidance in the UDP have been limited to where it is necessary. Reference should be made directly to such guidance or to summaries of it within Lambeth's key issues paper. A short summary of the main general themes of national policy is given here.

2.4.2. PPG1 (February 1997) sets out general planning policy and principles. It sets down the key themes of the government's approach to planning, and at the heart of these is sustainable development. It states "A key role of the planning system is to enable the provision of homes and buildings, investment and jobs in a way which is consistent with the principles of sustainable development" (para. 1). It advocates locating development in urban areas with good public transport accessibility to reduce the need to travel. It advocates the greater use of mixed-use development and increased importance to urban design matters. The plan-led system is stressed as the most effective way of reconciling the demand for development and the needs of the environment. Consultation Draft PPS1: Creating Sustainable Communities was published in February 2004 and will in due course replace PPG1.

2.4.3. National advice on the role of development plans (PPG12 December 1999), also emphasises the importance in the development process of statutory adopted plans such as a UDP. "Planning decisions on proposals to build on land, or change its use, should not be arbitrary. They must be considered against clearly set out criteria. The statutory development plan provides the primary basis for this consideration. The development plan therefore, provides an essential framework for planning decisions" (para 1.6).

2.4.4. PPG12 particularly stresses the importance of integrating land-use and transport planning. It requires development plans to include aims, objectives and targets on matters such as traffic reduction and development on previously used sites. It stresses the importance of the plan-led system in providing infrastructure and the use of planning policies to secure planning obligations. It emphasises the importance of land-use planning in promoting competitiveness and addressing issues of social exclusion.

2.4.5. PPG12 also sets out national advice in relation to the content of development plans. Such plans should include all policies and proposals for the development and use of land, including proposals relating to the development of the transport network as well as waste and minerals policies. Plans should have regard to the likely availability of resources, to the conservation of finite or non-renewable resources, such as land and energy, and to the implications for public sector capital expenditure. Furthermore, plans "should take account of the need to revitalise and broaden the local economy, the need to stimulate employment opportunities, and the importance of encouraging industrial and commercial development, particularly in the growing knowledge driven sector" (para 4.9). They should also "consider the relationship of planning policies and proposals to social needs and problems, including their likely impact on different groups in the population such as ethnic minorities, religious groups, elderly and disabled people, single parent families, students and disadvantaged and deprived people living in deprived areas" (para 4.13).

2.4.6. Specific policy advice is contained in topic-specific planning policy guidance. Of particular importance are:

- PPG3 Housing: stresses higher densities, a 'plan, monitor and manage' approach to planning for housing and the provision of housing for the whole community, including affordable housing. Maximum parking standards and a sequential approach to sites for housing with previously developed sites being developed in the first instance. Draft revisions to PPG3, published in February 2003, point to the need to maximize housing supply from genuinely redundant employment land;
- PPG6 Town Centres and Retail Development: stresses the need to plan positively to promote the vitality and viability of town centres, as well as introducing a sequential approach whereby uses attracting a lot of people, such as large retail and leisure are developed in town centres in the first instance. Draft revised guidance (PPS6) published in December 2003 reiterates this approach and places particular emphasis on LPAs identifying retail need, capacity and location;
- PPG13 Transport (March 2001): stresses the importance of planning to reduce the need to travel, in particular locating intensive development in areas highly accessible to public transport, as well as restricting parking in new development;
- PPG15 The Historic Environment (October 2002): protects listed buildings and conservation areas;
- PPG17 Sport, Open Space, and Recreation (July 2002): stresses the scarcity and importance of open spaces and the need to protect and improve them.

2.4.7. Regional Guidance is contained in RPG9 (South East England) and the London Plan (which superseded RPG3 'Strategic Guidance for London Planning Authorities' part way through the UDP Review process when it was published in February 2004). RPG3 sets down a strategic framework for planning and regeneration in London which the Mayor has taken on board in the London Plan. In particular it dealt with planning for the diverse range of Central London activities. Amongst other matters it sought to promote London as a world city, promote urban regeneration and maximise housing provision in London, consistent with maintaining environmental quality. These are key aspects of the London Plan, which is part of the development plan for the purposes of S38(6) of the Planning and Compulsory Purchase Act, 2004 when determining applications for development.

## **2.5. Lambeth Listening**

2.5.1. Public involvement is a key component of the planning process. If strategies such as the new plan are to reflect the priorities of local people and local businesses, then there needs to be genuine engagement from the outset. The aim is to ensure local ownership of the new plan process, so local people and businesses are to have a powerful voice in setting priorities and benefit from regeneration.

2.5.2. In preparing the UDP, account has been taken of the views and priorities of local people and businesses, making use of the results of a number of consultation and involvement exercises, including a MORI opinion survey, and the visioning exercise 'Imagine Lambeth'. The Council has also been pioneering in its approach to local communities. It has set up town centre forums and partnerships throughout the borough. Their meetings, working groups and newsletters will be a valuable way by which local people can influence what goes into the new plan.

2.5.3. The 1999 MORI poll, 'Living In Lambeth', and the Sustainable Household Survey all show that priorities for improving the quality of life in Lambeth are personal safety and crime and a clean street environment, and that local people are concerned about crime, education, employment, health and the environment that they live in. Lambeth has also used its Citizens Panel to gauge opinion on key questions relating to the new plan.

## **2.6. Community Planning**

2.6.1. Lambeth has a duty under the Local Government Act 2000 to promote the economic, social and environmental well-being of its local community. To guide this, the Council also has a duty to prepare a Community Strategy. It is currently in its first draft, with the final version expected to be adopted in late 2004.

2.6.2. The main aim of the Lambeth Community Strategy is to reduce inequality in the Borough, and it seeks to address this by focusing on five key targets: reducing crime, reducing worklessness, improving health, improving education, and improving housing and the environment.

2.6.3. Emerging legislation (the Planning and Compulsory Purchase Bill) and government guidance (Draft PPS12) require that Local Development Frameworks (LDFs, which will replace the current Unitary Development Plan system) give spatial expression to those elements of Community Strategies that relate to the use and development of land.

2.6.4. The Community Strategy and UDP are therefore inextricably linked and will become even more closely related with the advent of the LDF and the first review of the Community Strategy. Both the Community Strategy and the UDP/LDF are concerned with the achievement of sustainable development objectives. The revised deposit draft UDP takes full account of the land use consequences of other policies and programmes that are relevant to the Community Strategy including education, health, waste, biodiversity, recycling and environmental protection.

2.6.5. The Council's Community Renewal Department brings together town planning, regeneration and renewal, and town centre management with the aim of delivering sustainable economic, social, and physical improvements, and improved public services that meet the needs of local people. As part of the Government's 'Neighbourhood Renewal' initiative, a Local Strategic Partnership (LSP) has been created, called 'Lambeth First.' Lambeth First brings together at a local level the different parts of the public, private, community and voluntary sectors in pursuance of these objectives, to improve the quality of life for local communities. It is responsible for ensuring the preparation and implementation of the Community Strategy.

## **2.7. Regeneration and Community Renewal in Lambeth**

2.7.1. Changes in Lambeth's economy, as in many areas of London, has seen large areas of redundant or under-used buildings, run down areas including town centres, with little or no investment, unemployment, poverty, disadvantage, social exclusion and crime. Regeneration seeks to address these problems by a process of intervention – re-directing resources to arrest decline, targeting disadvantage, promoting skills and education opportunities, increasing secure employment opportunities, encouraging a sense of wellbeing within the business and local community, improving public transport, encouraging the provision of homes and securing sustainable improvements to the built and natural environment.

2.7.2. Lambeth has prepared a framework for regeneration 'Capital Communities' to guide and link existing and future regeneration in the borough. Some of its key themes are:

- The best model for delivering regeneration in Lambeth is the partnership model;
- Sustainability is at its core. The emphasis is on long term solutions and partnerships, based on empowering local communities to maintain the momentum of regeneration;
- The framework is focused on opportunity, on social inclusion, and above all on people;
- The key to reducing poverty and social exclusion is through work – it focuses on reducing worklessness and creating opportunity;
- The key to a successful regeneration process in Lambeth is the joining-up of issues and solutions;
- Regeneration must connect up the opportunities of place with the requirements of resident communities. Whilst Lambeth should seek to maximise the opportunities of its location within London, the world city, it should also seek to ensure that local residents can secure benefits from this location.

2.7.3. The plan is a key vehicle for delivering regeneration by:

- Providing the long term sustainable land-use framework within which flexible regeneration initiatives can be progressed;
- Evaluating development proposals against these regeneration objectives;
- Setting out a series of priorities of where and when investment should be provided;
- Providing a spatial framework for regeneration in the borough, making sure that individual regeneration projects 'join up' to be more than the sum of their parts;
- Being flexible enough to respond to the rapidly changing and evolving regeneration agenda - where it is not possible to predict what projects and proposals will come forward;
- Ensuring that ultimately all regeneration projects are for the benefit of the people of Lambeth;
- Promoting conservation-led regeneration and public realm improvements;
- Setting out a vision for the sort of quality environment we want to see developed in the next 15 years, and how we might get there.

2.7.4. Lambeth is supportive of the principle of Business Improvement Districts (BIDs) as a local area management tool to enhance and add value to a locality by way of environmental improvements and services. The Council has been working with a number of local partnerships and groups in the promotion of potential BIDs within

the borough; however any decisions on specific BIDs would be on a case-by-case basis.

### **3. The Plan's Strategic Policies**

#### **3.1. The Need for Strategic Policies**

3.1.1. Within the geographical and policy context set out in Chapter 2, the revised deposit draft UDP now states strategic policies. Each core site and area policy of the plan is linked to the achievement of these strategic policies. In setting these policies the Council has had regard to the objectives of national and regional planning policy and in particular the objectives of the London Plan. It has also had regard to how individual rights implemented in the Human Rights Act 1998 need to be reflected in the plan.

3.1.2. The strategic policies have also been informed by earlier Lambeth strategies, such as the regeneration strategy, and by the feedback received to the Key Issues paper published in April 2001.

#### **3.2. The Overall Aim of the Plan**

##### **Policy 1 The Vision for Lambeth**

*To make Lambeth a great place to live, work and visit by promoting high quality, sustainable development.*

*The spatial priorities for development, planning obligations and regeneration will be:*

- *Maximising the opportunities for residents and others from Lambeth's location at the heart of a world city through improved employment opportunities, better public transport links and improved access on foot and by bicycle; and*
- *Ensuring healthy, safe, inclusive, mixed, liveable and balanced communities — giving priority to protecting residential amenity, ensuring adequate provision of community facilities, providing more housing (in particular more affordable housing), protecting and improving Lambeth's heritage, character and open spaces, and the regeneration of Lambeth's most deprived communities.*

*Applications should be accompanied by adequate supporting information showing how the proposal contributes positively to sustainable design and construction objectives and comprehensively addresses any potential adverse environmental or other impacts, having regard to the policies of the plan. Planning obligations will be secured to mitigate any negative impact.*

3.2.1. The overall aim of the plan is:

*"To promote the sustainable development of Lambeth by making it a great place to live, visit and work, based on strong communities, better living conditions, equality and citizenship".*

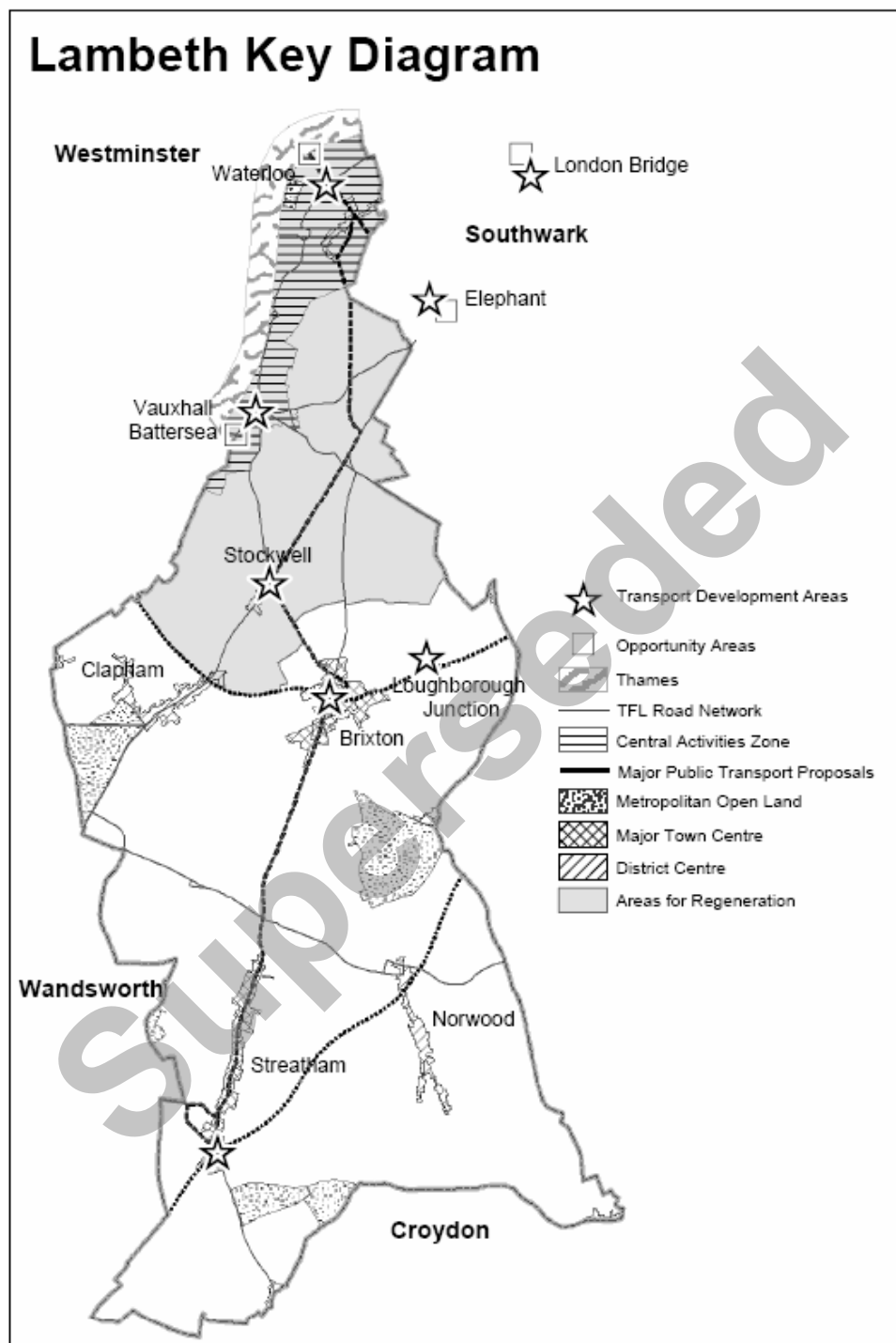
### **3.3. The Plan's Strategic Policies**

3.3.1. Within the context of this overall aim, the UDP has the following strategic policies

- A** — ~~The Council will ensure that all development proposals contribute to safer communities.~~
- B** — ~~Through the planning process, the Council will promote a healthy borough with better health care services, reduced health inequalities and reduced causes of ill health.~~
- C** — ~~The Council will make best use of the borough's limited land resources and will seek to encourage, through good design, higher densities and more mixed and intensive development in appropriate locations.~~
- D** — ~~The Council will seek the provision of at least 20,500 net additional homes over the period 2002-2016 (including 8,200 affordable dwellings).~~
- E** — ~~The Council will promote access for all sections of the community.~~
- F** — ~~The Council will integrate planning and transport decisions to reduce the overall need to travel.~~
- G** — ~~Through the planning process, the Council will seek to establish a safe, accessible and attractive transport network, and prioritise walking, cycling and public transport.~~
- H** — ~~Through the planning process, the Council will sustain a diverse and strong local economy and maximise education, skills and training opportunities for Lambeth residents.~~
- I** — ~~The Council will promote the viability and competitiveness of the borough's town centres and district centres.~~
- J** — ~~Through the planning process, the Council will ensure that there are sufficient local facilities to meet community and cultural needs.~~
- K** — ~~The Council will protect and enhance the borough's built and historic environment, promote better and more sustainable design of development, and protect residential amenity.~~
- L** — ~~The Council will protect and enhance the borough's natural environment and biodiversity.~~
- M** — ~~The Council will protect and enhance the borough's open spaces, and ensure that recreational, sporting and play needs are met.~~
- N** — ~~The Council will minimise pollution and seek sustainable management of the borough's energy, water and other resources (including waste).~~

3.3.2. ~~Lambeth will work in partnership with other boroughs, the GLA, local communities and all other stakeholders to ensure that these strategic policies are implemented and achievements maintained.~~

3.3.3. Below is a visual representation of the main elements of the strategy of the plan, including how it relates to the strategy of adjoining boroughs.



### 3.4. Keeping the Plan Up-to-date – Sustainability Performance Indicators

PPG12 para 4.12: “The appraisal process should continue once development plans have been adopted. Plans should have key environmental and other indicators built into them which are capable of being monitored throughout the lifetime of the plan. These can then inform the review of plans and the need for subsequent alterations to policies, or the replacement of the plan.”

3.4.1. Monitoring the key planning and population changes in the borough is crucial in keeping the plan up-to-date. A number of Key Strategic Policies contain key targets that need to be met, including housing completed, and the level of traffic reduction. Monitoring these targets will be a major priority.

3.4.2. Monitoring certain criteria can act as Sustainability Indicators. “Sustainability Indicators are a tool by which:

- To track progress
- To measure it
- To lead to the selection of active choices and changes in practice facilitate a more sustainable form of development.” (LGMB 1994)

3.4.3. These indicators exist at national, regional and local levels. The government has published a series of headline indicators to monitor progress on the national Sustainable Development Strategy, including the proportion of housing built on previously developed land. A State of the Environment Report for London is published every two years which is a detailed compilation of indicators by borough. Lambeth can make use of these for local purposes, and many sustainability indicators will overlap with the key targets of the plan. Lambeth’s indicators below are used in the Strategic Environmental Appraisal of the plan.

3.4.4. Lambeth is seeking to strongly align the objectives and indicators between all of its plans. However, different indicators may be necessary depending upon the service area the plan covers. For example, the indicator relating to bio-diversity relates to planning permissions granted, however the bio-diversity action plan has indicators relating to numbers of indicator species. In this way the impact of planning decisions on sustainability can be assessed.

3.4.5. Lambeth has had regard of best practice advice in Development Plans and ‘Sustainable Development: Making the Links and Measuring the Impacts’ LGA Sustainable Development Plans Group September 2001 but tailored to local circumstances and resources available for monitoring.

Objective / Strategic Policy	Indicator / Target
Overall – To promote the sustainable development of Lambeth by making Lambeth a great place to live, visit and work, based on strong communities, better living conditions, equality and citizenship.	Annual Customer Panel Surveys – % of Lambeth residents by age category, ethnicity and part of borough who are satisfied with their area as a place to live. <i>Year on Year improvements.</i>



<del>The Council will ensure that all development proposals contribute to safer communities</del>	<del>Crime Surveys—% of new housing achieving 'Secured by Design' standards 75% 2002–2016</del>
<del>Through the planning process, the Council will promote a healthy borough with better health care services, reduced health inequalities and reduced causes of ill health</del>	<del>National and London air quality targets National and London targets met</del>
<del>The Council will make best use of the borough's limited land resources</del>	<del>National Land Use Survey—Reduction in the amount of derelict and vacant land 50% by 2006</del>
<del>The Council will seek the provision of 20,500 net additional dwellings over the period 2002–2016 (including 8,200 affordable dwellings)</del>	<del>Borough housing returns Targets, by 2016, for overall housing completions and affordable housing completions in new UDP Number of long term empty dwellings 40% reduction by 2017</del>
<del>The Council will promote access for all sections of the community</del>	<del>Access surveys—% of major developments meeting audits 80% 2002–2017</del>
<del>The Council will integrate planning and transport decisions to reduce the overall need to travel</del>	<del>Traffic surveys Mayor of London's Transport Strategy targets for traffic reduction % of respondents who travelled to work by public transport, walking and cycling 20% increase in use of non-car modes 2002–2017 % of retail/leisure floorspace approved in areas of moderate or better public transport accessibility 90% 2002–2017</del>
<del>Through the planning process, the Council will seek to establish a safe, accessible and attractive transport network, and prioritise walking, cycling and public transport</del>	<del>School travel surveys—% of children who walk or cycle to school 30% increase 2002–2017</del>
<del>Through the planning process, the Council will sustain a diverse and strong local economy and maximise education, skills and training opportunities for Lambeth residents</del>	<del>Floorspace in Employment Use in Key Industrial and Business Areas No net loss 2002–2017 Training and access to employment measures secured through planning obligations Projects benefiting 1,000 local residents 2002–2017</del>
<del>The Council will promote the viability and competitiveness of the borough's town centres and district centres</del>	<del>Town centre Health Checks 20% reduction in vacant floorspace in cores of town and district centres 2002–2017</del>
<del>Through the planning process, the Council will ensure that there are sufficient local facilities to meet community and cultural needs</del>	<del>Monitoring of planning permissions. No net loss of floorspace in D1 community facilities use 2002–2017</del>
<del>The Council will protect and enhance the borough's built environment, promote better and more sustainable design of development, and protect residential amenity</del>	<del>Number of buildings independently commended Year on Year Increases 75% of major developments meet policy requirement for meeting 10% of energy needs from renewable sources Reduction in number of listed buildings at risk.</del>

The Council will protect and enhance the borough's natural environment and biodiversity	Monitoring of planning permissions <i>No loss of land of metropolitan or borough nature conservation importance</i> Biodiversity Action Plan Monitoring <i>Target of biodiversity action plan</i>
The Council will protect and enhance the borough's open spaces, and ensure that recreational, sporting and play needs are met	<i>No net loss of open space in the borough</i>
The Council will minimise pollution and seek sustainable management of the borough's energy, water and other resources (including waste)	No net loss 2000—2017 in waste management/ manufacturing areas <i>Recycling rates—National and London waste strategy targets</i>

### **3.5. Putting the Plan into Action – Achieving the Objectives**

3.5.1. The Unitary Development Plan will only be a useful document, providing the certainty that is important to the local community and developers alike, if its policies are implemented. A good plan is one that makes a difference. The Lambeth Plan is not a shopping or wish list but a plan for action that recognises the need for partnership working and shared responsibility for driving forward the sustainable development agenda.

3.5.2. The public sector cannot deliver the vision alone any more than can the private sector. The plan recognises the respective roles of each sector and provides for the complementary application of many skills in addressing regeneration issues.

3.5.3. To make the difference, the plan advocates new and innovative ways of driving forward the development agenda. The borough Council will take a proactive role in this process, setting the agenda and providing the impetus for the implementation of that agenda.

3.5.4. The management of the Council's property and land assets will make a major contribution towards unlocking development opportunities. The borough is willing to be an active participant in a range of development options and will consider positively proposals for the use of its holdings as a catalyst for development, in site assembly and in brokering development options. The value and potential of these assets for the local community and neighbourhood management will also be considered.

3.5.5. Lambeth will be willing to use its compulsory purchase powers, typically where backed by the private sector, where it is necessary to assemble key sites and bring forward necessary development.

3.5.6. Innovative forms of partnership arrangements will be considered where it can be demonstrated that they will drive forward and deliver the borough's regeneration aspirations.

3.5.7. The other main way in which the plan will be put into practice will be through development control decisions. Lambeth will seek to achieve the implementation of this plan through its powers to grant or refuse planning permission such permission is generally required for all significant building developments.

~~3.5.8. Conditions and planning obligations will be applied to approvals to secure the implementation of the plan's policies. Applications contrary to the plan will be refused unless there are good reasons to approve the scheme.~~

~~3.5.9. The Development Plan, however, can only create opportunities for development – it cannot force development to take place. It is not the role of this Local Plan to allocate public financial resources for projects such as road improvements, public realm improvements, and public open space. It can only identify the sites and land for such projects, as well as priorities for regeneration expenditure and planning obligations.~~

~~3.5.10. A realistic approach has been taken and the projects specified within the policies and proposals have a reasonable prospect of being implemented during the Plan period, although precise programming has not been possible.~~

~~3.5.11. For this reason, it is important that the plan is frequently monitored and kept up to date. By law planning applications must be determined in accordance with the plan unless there are material considerations not to do so. The reasons will need to be publicly given. A refusal of planning permission gives an applicant a right of appeal.~~

~~3.5.12. To implement the plan Lambeth is taking a series of more positive measures, including:~~

- ~~1. Development briefs and frameworks: Providing planning briefs with urban design frameworks for many major development sites.~~
- ~~2. Estate and neighbourhood regeneration: Working in partnership with the housing department, local residents and others to help draw up regeneration plans (more than just housing) for redeveloping Lambeth's run-down social housing estates and the New Deal for Communities area;~~
- ~~3. Town centre Regeneration and Management: Assessing the health of each of the borough's town centres, working with local residents and traders with the aim of achieving a corporate approach to town centre management and town centre regeneration programmes for the town centres. Town centre Forums – to give the local community a full voice in the planning and other local government priorities in an area.~~
- ~~4. Industrial and cultural regeneration: Working with the London Development Agency (LDA) to ensure that suitable sites come forward for development. Public realm improvements on partnership with local businesses. Providing space for new cultural industries.~~
- ~~5. Integrated transport: Work to improve the quality and integration of public transport, including partnerships with bus and rail operators, a borough-wide on-street parking strategy with planning powers used to bring it forward, providing new Strategic Transport Hubs (interchanges) at sites such as Vauxhall Cross, Brixton and Streatham.~~
- ~~6. Housing development: Working closely with housing associations to increase affordable housing provision, and working jointly with them to identify and assess sites suitable for development.~~

- ~~7. Open space, parks and sports regeneration: Positive action to provide viable long term management plans for each of the borough's major open spaces and sports facilities and meeting gaps in sporting provision.~~
  - ~~8. Education and community facilities: Ensuring that all Lambeth pupils have the opportunity of a decent school place and choice of school. Working with Faith organisations to ensure all major Lambeth religions have worship space and opportunities for school premises.~~
  - ~~9. The South Bank Centre: Providing a positive planning framework for this project of national importance. Working with the land owners in the area to ensure comprehensive regeneration of its surroundings.~~
  - ~~10. Conservation: Rolling programme of providing design guides and special controls in the boroughs conservation areas, working closely with amenity societies.~~
- ~~3.5.13. Ensuring that these are secured through means of a Planning Obligations Strategy. This will help ensure that development compensates for any harmful impact, and where appropriate benefits the wider community, and it will also ensure that corporate objectives are secured through developments.~~
- ~~3.5.14. The implementation measures necessary to carry this out will be published in an annual Lambeth UDP Action Plan, included as part of the Planning Service Annual Report.~~
- ~~3.5.15. Where unauthorised development is carried out, (contrary to planning control), vigorous enforcement action will be taken where it is in the public interest. The law allows the Council to take enforcement action where it appears that there has been a breach of planning control and that it is expedient to do so. It must have regard to the development plan and any other material considerations. Lambeth operates a proactive 'polluter pays' approach to enforcement including direct action.~~

# PART II

## 4. Part II Policies (Section A)

### 4.1. Using Part II Policies

4.1.1. This chapter contains the Part II policies of the plan. The aim of these is to provide a comprehensive and short list of policies that can be used as a basis for deciding planning applications.

4.1.2. The reasoned justification for each policy immediately follows the policy itself.

### 4.2. The Vision for Lambeth

4.2.1. This is the overarching policy that crystallizes the overall strategy of the plan. The Council's vision statement and the Community Strategy set the overall goals for Lambeth. This plan, and in particular this policy, provide the spatial expression of this — how priorities and locations for land use will help achieve this vision. At its heart is the importance of achieving sustainable development.

4.2.2. The Urban White Paper 'Our Towns and Cities: The Future Delivering an Urban Renaissance' (Nov 2000) outlined the government's overall policies towards urban areas. The concept of urban renaissance concerns the rediscovery of the opportunities offered by cities to accommodate changing population, work and leisure patterns through the creation of practical, attractive, safe and efficient urban areas which offer a vibrant and desirable quality of life. The government has taken forward these principles with its plan for Sustainable Communities (February 2003) and in its draft Planning Policy Statement 1 (February 2004).

4.2.3. In a crowded urban area such as London there are never going to be enough opportunities, in the short and medium term at least, to provide enough space for all activities demanding land and buildings. The key planning task is therefore one of priorities. Many of the policies in Part II explain how these priorities will be assessed in more detail.

4.2.4. The policy also acts as the spatial element of Lambeth's approach towards neighbourhood renewal (see previous section).

### 4.3. Regenerating London South-Central

#### **Policy 2 — London South Central**

*Waterloo and Vauxhall form part of a network of Central London communities south of the Thames. Its London-wide importance for arts and culture, which includes a strategic cultural area from the South Bank to London Bridge, is recognised and supported (see Policy 30). The 'London South-Central' regeneration project seeks to achieve an integrated heart of London with the Thames as a unifying feature, through better cross-river transport links (such as the Cross River Tram and the East London Line extension) which act as regeneration corridors, spreading the benefits to deprived communities.*

***The development of these areas is supported where this extends regeneration activity to the benefit of the community living in the area and deprived communities elsewhere, reinforces the distinctive character of the south side of the Thames, and is planned and managed to avoid the increase of pollution, noise, overcrowding and congestion southwards across the river and from the immediate riverside area.***

4.3.1. In March 2000 Lambeth and its partners, including the Government Office for London (GOL), the Greater London Authority (GLA), the LDA and the London Borough of Southwark, published the report 'London South Central – Restoring London's Hidden Quarter', highlighting the regeneration opportunities in the northern parts of Lambeth and Southwark – from Vauxhall to the Pool of London. Home to a community of 45,000 people, it is located at the heart of London, but, paradoxically beyond its thin South Bank strip, it plays little or no part in the World City. Nor does it provide much opportunity for local residents. It contains some of the most deprived communities in the capital if not nationally. The area has slowly declined into one of the most neglected quarters of inner London. It has suffered from the physical impact of radial roads and rail viaducts serving the needs of the north bank rather than local communities. In considering proposals for the area, the Council will take account of the Cross River Partnership's South Central Transport Strategy.

4.3.2. Wartime destruction, post-war population resettlement and the worst excesses of comprehensive redevelopment served to unpick the coherence of street patterns, movement, economic function and town centre and local facilities.

*"A glance at any Ordnance Sheet of the district between the South Bank at the Thames and ring road i.e., North Lambeth, Southwark and Bermondsey, indicates the inter-mixture of every kind of user. This is recognised as one of the chief evils which it is the object of re-planning to abolish." Louis De Soissons, North Lambeth and Southwark Redevelopment Area Study 1945.*

4.3.3. However, the river is no longer the barrier that it was. The riverside strip has become one of London's liveliest areas, with the development of attractions such as the London Eye and Tate Modern (in Southwark). Work by the Cross River partnership, which includes all of the above partners, has seen new pedestrian links with the West End developed, including the new Hungerford Bridge, and proposals for the 'Cross River Tram', a light rail (or possibly guided bus) system linking the area to Euston Station. The challenge now is to spread and build on the riverside success in ways that will benefit the wider South Central community.

4.3.4. The policy recognises however that the extension of activities southwards cross the river will not be without its difficulties and issues. Parts of Central London are overcrowded and the opportunities for development are few. However, two Opportunity Areas (Waterloo & Vauxhall/Nine Elms/Battersea), the Central Activities Zone and a Regeneration Area, all of which are identified in the London Plan, are located within the area. These will present opportunities for Lambeth to attract much needed development. On the other hand this must be carefully managed. The area south of the river has its own unique characteristics, overall being less congested, having less car ownership and use and with areas of specific character such as the arts institutions of the South Bank Centre. In some respects this distinctiveness has its downside, with a lack of basic facilities such as shopping. In others, however, this is welcomed due to the relative peace and quiet, though inevitably any growth in population of the area would lead to it getting busier. In contrast to north of the river, and reflecting its different development, most late Victorian private housing and early

20<sup>th</sup> century housing was developed as two storey houses rather than as mansion blocks, much of this is protected as conservation areas. There is also a need to avoid some of the planning mistakes that have created problems elsewhere in terms of conflicts between residential and other uses. For these reasons, collaborative and participative planning mechanisms will be pursued to ensure community benefit and the retention and re-enforcement of existing communities.

#### 4.4. Keeping Central London Special

##### **Policy 3 – The Central Activities Zone**

*Activities which contribute to London's role as a World City and Capital City, are promoted (these are listed in Table 1).*

*(a) – Planning permission will be refused for development that results in the loss of activities in Table 1 within the Central Activities Zone boundary (as defined on the Proposal Map) where the activity contributes to the area's character and function.*

*(b) – Development of activities within the Central Activities Zone is permitted – subject to policies protecting the character and function of specific areas, local residential character and amenity, and promoting mixed-use and residential development.*

*(c) – Planning permission will be refused for development that results in the loss of Central London Supporting Activities (listed in Table 2), where the existing use contributes to the character and function of the area – unless the loss would comply with a policy specific to that use. Development of Central London Supporting Activities within the Central Activities Zone is permitted, and should be included within larger mixed-use schemes.*

4.4.1. Lambeth has a key role in maintaining London's position as a world and capital city. This status and virtues of London as a great city stem from its economic importance, its concentration of attractions and national institutions and the quality of its heritage and architecture resulting from its other roles. London is one of the three great world cities, along with Tokyo and New York, and is the powerhouse of the UK economy. The challenges of globalisation mean that London must increasingly compete in key sectors such as financial services, as well as maintain its role as a centre of cultural innovation and a major tourist destination.

4.4.2. Historically these functions have concentrated on its historic core – Central London. This leaves London with an outstanding legacy of court and government buildings, and architecture from every period. London also has a concentration of cultural and institutional buildings as well as major economic institutions such as headquarters of major corporations.

4.4.3. These activities contribute to London's Role as World City and are listed in Table 1 below. These activities gain many benefits from close agglomeration. Even in an age of electronic communication the social and economic benefits of face-to-face communication is increasingly important. The ability to rapidly meet friends and business colleagues, visit cultural events and the random and creative effects of living in a vibrant, dense, multicultural city are what mark out London as a special place.

**Table 1 — Activities Contributing to London's Role as a World City**

- Those connected with the State and Government.
- Diplomatic representations including Embassies, High Commissions and Agencies.
- National and international headquarters and associated offices connected with finance, trade, business, professional bodies, institutions and associations.
- Facilities and establishments connected with the communications, publishing, advertising, media and cultural sectors of regional, national and international importance.
- Shopping — major/specialist retail outlets of regional, national and international importance.
- Centres of excellence for higher education and research.
- Medical establishments of regional, national and international importance.
- Legal and professional services.
- Arts, culture and entertainment, including museums, art galleries, libraries, theatres, concert halls and cinemas of regional, national and international importance.
- Specialist industrial clusters associated with other central activities, including clothing, fashion trades, printing and retail services.
- Churches and other religious centres and places of assembly of regional, national and international importance.
- Tourism facilities including hotels and conference centres.
- Transport facilities, particularly for public transport of regional, national and international importance.
- Activities supporting the use and enjoyment of the River Thames.
- Residential, including affordable housing.

4.4.4. For many years London has operated a policy of defining a Central London Activities Zone, being broadly the historic centre of the city between the main railway terminals. Now it broadly corresponds to the area of congestion charging. This designation has three main purposes. Firstly it seeks to maintain London's critical mass by preventing a dispersion of central activities. Secondly, it seeks to concentrate these activities in an area which has the transport, supporting infrastructure and activities necessary to support them away from wholly residential and less accessible areas where some of these uses may harm amenity and be less sustainable. Finally, to protect and foster those activities that enable Lambeth to make a major contribution to London's world city and capital city functions. Other core strategic policies seek to maintain the mix and balance of uses in central London and restrict activities that attract a lot of people to defined areas. The replacement of one Central London Activity by another is acceptable, unless the specific use is protected by other plan policies.

4.4.5. Central London covers a wide area — few parts of it are like Soho. It contains many quiet and characterful areas such as Clerkenwell and Bloomsbury. The London South Central area contains a number of such areas, for example Lower Marsh. The expansion of central activities southwards need not, and should not, lead to a homogenised and overcrowded area. The number and quality of distinctive neighbourhoods can and should increase and low value uses and local residential amenities, including in mixed-use streets such as Belvedere Road, are strongly protected and promoted by the plan as a whole. In assessing the character of the area regard should be had to those features highlighted in the supporting text to Policy 2.



4.4.6. Housing is also an important Central London Activity which ensures that areas are lively in the evening as well as the day, which also reduce the need to travel and provide a distinctive mix of lively communities.

4.4.7. Of equal importance to the key central activities are those activities located in close proximity which support them such as local services. The loss of one supporting activity may be acceptable if another replaces it — unless the use is protected by another specific policy of the plan (e.g. residential).

**Table 2 — Central London Supporting Activities**

- Creative industries.
- Services supporting employment activities (e.g. financial and professional services, hospitals, shops, pubs, restaurants, cafes, childcare facilities).
- Entertainment uses (e.g. ticket agencies, public houses, clubs).
- Transport (e.g. tube, bus, and rail stations, bus and river transport facilities, mail sorting and collection, essential servicing and disabled parking).
- Local services (e.g. local government, banks, places of worship, pubs, advice centres, offices of local groups, schools, local education facilities, libraries, primary health care, hospitals and other community facilities, fire, police and ambulance stations, magistrates courts, local shops and restaurants, sports facilities, open space).

## 4.5. Regenerating Town Centres

### Policy 4 Town Centres and Community Regeneration<sup>1</sup>

**(a) — Development should sustain and enhance the vitality and viability of the borough's major and district town centres (as shown on the Proposals Map and listed in Table 3), appropriate to the scale, role (Table 4) and character of each centre and its catchment. In particular, the role of Brixton and Streatham as major town centres within London, providing the largest scale and number of facilities, will be supported, with increased retailing in north Lambeth appropriate to the character and potential of each of its centres. Development of centres should take place in a complementary manner.**

**(b) — A pattern of town centre shopping in Lambeth, suited to modern retailing practice and consumer needs, and in sympathy with the economically and culturally diverse current pattern of small-unit retailing, will be retained and promoted.**

**(c) Major and district town centres will be regenerated and sustained for a wide range of shopping, services, leisure, community, civic, arts, entertainment and other facilities, accessible and available to all sections of the community. In the core of these areas, active frontage uses should be A class (retail, financial & professional services, and food & drink) or D class (community facilities or leisure). Within these core areas of Major and District town centres ground floor changes of use from Class A1 retail uses will not be permitted where less than 50% of original units would remain in Class A1 use. In addition, in identified cores of Major town centres loss of larger units of over 250m<sup>2</sup> GFA suitable for occupation by national multiples will be resisted unless it is demonstrated,**

<sup>1</sup> The term "edge areas" denotes those parts of a shopping centre outside the core frontages but within the town centre boundary

**through marketing evidence, that there is a lack of demand. Safety improvements to town centres, e.g. improved CCTV, will be promoted and secured.**

**~~(d) — A widespread distribution of local centres and facilities and other local services both existing and new where lacking, is supported.~~**

**(e) In local centres, inner edge of major and/or district town centres and isolated shops, units should be active frontage uses - A class (retail, financial & professional services, and food & drink) or D class (community facilities or leisure) unless it is demonstrated, through marketing evidence of lack of demand, that they are no longer viable for these uses and that the loss of such units would not result in more than any 2 in 5 consecutive units being of a non active frontage use. Development of leisure and/or food and drink uses is subject to maintaining amenity (Policies 7 and 29 and any special policy for that area in part B of the plan that might apply).**

**~~(f) — Further residential, community facilities, employment (B1) and leisure development is promoted within town centres subject to retaining/providing active frontage uses where appropriate (see Policy 19) and protecting amenity (Policy 29).~~**

4.5.1. Lambeth has a network of very different and diverse town centres, (which are classified as major town centres or as district centres – see table 3), each with their own issues and problems. In most of the Borough, other than parts of Brixton, these are in the form of linear High Streets of narrow depth incorporating small units devised during the Victorian period or early parts of the last century. This poses special problems of amenity when changes of use are proposed. These town centres serve as the focus not just of most shopping facilities but also of services, leisure and cultural venues.

4.5.2. Recognising this diversity, and that a 'one size fits all' solution will not work, Lambeth Council has five town centre Managers. They work in partnership with a range of town-centre focused community for, to ensure the potential of each area is maximised and to prepare regeneration strategies for each centre and the wider area.

4.5.3. The UDP sets the land-use planning context for these town centre strategies and the role and function, in planning terms, of each town centre itself as part of the network of centres across London.

4.5.4. Part B of the plan has special policies for some of the centres. In order to maximise opportunities for inward investment within Lambeth, an assessment of the potential for redefining the roles of its town centres has been carried out as part of a Boroughwide 'Retail and Leisure Capacity Study', carried out on behalf of the Borough by Drivers Jonas. This found that there was a need and capacity for development in a number of centres. The potential found was a demand for additional comparison goods floorspace for Brixton by 2006 and 2011 of 5,700m<sup>2</sup> and 12,500m<sup>2</sup> respectively and for Streatham of 4,400m<sup>2</sup> and 9,700m<sup>2</sup> over the same period. For convenience goods it found that there was a small surplus expenditure from 2001 onwards, and this is equivalent in scale to a medium-sized foodstore, but this could not best serve the borough as a whole unless it was located in Brixton, but there is the potential to locate such a store in Streatham. The sites identified are shown as MDOs on the proposals map. There is further scope to develop specialist roles for each of the town centres so that investment in them can occur in a complementary

manner. This could be undermined, however, if the scale of retail and leisure development at Elephant and Castle is so large as to absorb the scope for growth in the whole of the London South Central area, weakening this whole regeneration project. Lambeth considers that town centre proposals in London South Central need to be complementary. The Council will monitor this position and review opportunities for future development.

4.5.5. The provision of shops and services locally is important to social inclusion. Lambeth, however, has a wide range of centres, some of which, or parts thereof, have a high level of vacancies. This policy and Policy 19 support some limited restructuring of these centres to other beneficial uses (such as housing). The marketing tests for demonstrating viability of the active frontage use (or for the viability of non food and drink uses where special policies, in Part B of the plan, apply) is the same as for loss of employment uses (see paragraphs 4.11.17, 4.11.18 and 4.11.19), but a full marketing campaign may not be necessary where there is good evidence of lack of demand from longstanding vacancies in nearby units.

**Table 3 — Town and District Centres in Lambeth**

Major Town Centres:

- Brixton
- Streatham (including Streatham Hill)

District Town Centres:

- Clapham High Street
- West Norwood (including Tulse Hill)
- Stockwell
- Waterloo (including Lower Marsh & The Cut)\*
- Norbury\*
- Herne Hill\*
- Lavender Hill\*
- Camberwell Green\*
- Westow Hill/Crystal Palace\*

\*Indicates centres shared with adjoining boroughs

The transition of Vauxhall Cross to a district centre is supported with the development of and around the Vauxhall Strategic Transport Hub.

**Table 4 — Definitions of Types of Centres**

Major Centres are important shopping and service centres and are characteristic of Inner London. Their attractiveness for retailing is derived from a mix of both comparison and convenience shopping. They usually have more than 50,000m<sup>2</sup> of retail floorspace. With sizeable local catchment areas, many of these centres have enough established cultural and entertainment facilities to keep them alive in the evenings.

District Centres have traditionally provided convenience goods and services for local customers. They typically range in size from 10,000m<sup>2</sup> to 50,000m<sup>2</sup> and contain at least one food supermarket or superstore and non-retail services. Development of their capacity for convenience shopping is critical to ensure access to goods and services at the local level.

Local Centres have traditionally provided local services for local customers.

Source: The London Plan 2004

## **Policy 5 — The Sequential Approach to Uses which Attract a lot of People**

*Any proposal for the development of major retail uses, and other key town centre uses, which attract a lot of people (which includes large retail and leisure and entertainment uses), will be considered in accordance with a sequential approach.*

*The order of preference for the location of development is as follows:*

- (i) — Firstly sites in the core areas of Major town centres*
- (ii) — Then sites in the edge of centre areas of Major town centres (as defined on the proposals map);*
- (iii) — Then sites in the core, or in the edge of centre areas of District town centres (as defined on the proposals map);*
- (iv) — Then sites in or on the edge of Local centres with tube stations, then other locations where similar facilities should be grouped together and be accessible by a choice of means of transport, including having good or better public transport accessibility.*

*In district town centres, development of a scale and function appropriate to the centre is acceptable without having to demonstrate the availability or suitability of sites in higher order centres. Developers putting forward large development proposals (possibly incorporating a number of elements) need to be flexible about the format, design and scale of development. Rather than proposing large-scale development that can only be accommodated in an out-of-centre location, developers should demonstrate why they could not develop elements of larger schemes in town centre locations. Developers for grouped retail, leisure and entertainment uses should be tailoring, reducing or splitting projects so that they can be accommodated in preferred areas or on existing sites including converting, upgrading or extending existing town centre buildings.*

*In particular, developers will be expected to consider whether car-parking standards should be reduced to below the maximum standards to assist the accommodation of schemes on more central sites. Conditions will be applied to prevent inclusion of banks, pharmacies and post offices in out-of-centre stores.*

*Development will be permitted only where it meets all of the following:*

- (a) — It is demonstrated that there are no suitable sites available (within the lifetime of the plan) at a sequentially higher level of centre in the catchment area of the proposed facility, including centres outside the borough, having regard to the need for flexibility of format, design and scale of development*

~~proposed. Sites in town centres identified as MDOs shall have priority over other sites. In the core of town centres, MDOs must be active frontage uses and should be predominantly for town centre uses at ground floor level;~~

~~(b) — The development does not have an unacceptable transport impact. The site should have good, very good or exceptional public transport accessibility (see Map 1) as well as good accessibility for pedestrians and cyclists, or include sufficient proposed transport improvements to achieve this;~~

~~(c) — Edge-of-town centre and out-of-town centre proposals by themselves or cumulatively with other recently completed developments and commitments should not have a harmful impact on the vitality and viability of major town centres and/or district centres, including town centres outside the borough, and strategies and proposals for regenerating such centres (including on the night-time economy) — (see part B of the plan);~~

~~(d) — It should be consistent in scale, character and function with any core or edge-of-centre (having regard to the impact of regeneration proposals and any regeneration strategy for that centre) within which it is located;~~

~~(e) — For edge-of-town centre and out-of-town centre sites not allocated in the plan for the proposed type of development a need for the development, to accompany an impact assessment, must also be demonstrated. On all sites identified in the plan the scale of development should be in line with the scale and nature of need identified in the plan for that area; and~~

~~(f) — Major applications (2500m<sup>2</sup> GFA or more, or those inconsistent in scale, character and function with the town centre core in which they are proposed) should be accompanied by a combined retail, leisure, economic and transport assessment demonstrating how the above criteria (a)-(e) have been complied with. Development on the edge of a centre should be within walking distance and should reinforce or enhance the role of the centre.~~

~~The policy also applies to proposals for changes of use, to extend premises to create additional floorspace, and to expand the range of goods sold or range of activities.~~

~~Development in Brixton, Clapham and Streatham should also comply with the special policies for these centres.~~

4.5.6. Given that the main aims of the plan are to improve shopping and other facilities and ensure that they are accessible to all sections of the community, including those without access to a car, then it is important that major developments should be directed to those locations which are most accessible by public transport, i.e. town centres. In this way, shopping facilities and other services can be conveniently located together and, for example, a visit to a food shop can be combined with a visit to other shops and services, thus reducing the need to make additional journeys. This is particularly important for those without access to a car such as the elderly and those with caring responsibilities. These considerations also apply to other key town centre uses that generate high numbers of visitors such as leisure and entertainment facilities.

4.5.7. In order to promote major development in town centres, the sequential approach set out in Government policy will be applied when considering the location of new major retail and other major development such as large leisure developments.

This means that first preference will be for development on sites in Brixton and Streatham, then on the edge of these centres.

4.5.8. For shopping purposes, edge-of-centre locations are normally taken to be within 200-300 metres of the core shopping area. However, the existence and nature of pedestrian links between a store and the town centre, and the layout of the store can be equally important factors to consider, as well as the role it plays in relation to the centre. The core of town centres and the edge-of-centre area are defined on the proposals map. Some of the edge-of-centre locations also act as local shopping centres for the area. Without sensitive integration into the primary shopping area (quality walking links, removal of barriers, etc.), such edge-of-centre stores simply 'turn their back' on the town centre and exert the same undermining effects as out-of-centre stores, whilst adding to traffic congestion at the centre.

4.5.9. Given that the objective of the policy is to sustain and enhance town centres by directing new development to them, and by limiting it in out-of-centre locations, then the policy also applies to proposals for large extensions to existing stores/facilities, proposed extensions to the range of goods sold, or range of activities, where this is restricted by conditions, and to relevant proposed changes of use. This includes extension to floorspace only (e.g. mezzanines) or to re-ordering stores to increase trading areas, where permission is required.

4.5.10. All applications for major development to which the sequential approach applies of 2500m<sup>2</sup> GFA or more or proposed developments that are inconsistent in scale, character and function with the centre in which they are proposed should be accompanied by a combined economic and transport evaluation. These should supply the range of information set out in national government guidance on assessing major shopping proposals for edge-of-centre or out-of-centre sites. There may also be cases where a significant town centre development would be to the detriment of neighbouring centres; the impact on these neighbouring centres would also need to be assessed.

4.5.11. In terms of retail warehousing the government has adopted a "class of goods" approach, the key question being whether there is any reason why such goods cannot be sold from town centres, rather than accepting the argument on whether types of stores can and should be located in town centres. It considers that most goods can be sold from town centres. As a result conditions restricting the range of goods sold will only be extended where the proposals meet the above policy in full.

## **4.6. Developing Brownfield Sites**

### **Policy 6 — Development of Brownfield Sites**

***In the interest of achieving sustainable development (including protecting Greenfield sites), development of previously-developed urban land (including conversions, use of empty property and changes of use) will be maximised, whilst protecting the nature conservation interest that some Brownfield sites possess. This does not imply that a previously-developed site should be developed to the boundary of the curtilage; requirements of policies on site layout and on-site public open space should still be met (policies 36 and 45) and the historic footprint of the site will be taken into consideration.***

4.6.1. In line with national policy the plan prioritises the use of previously-used urban land ('brownfield' sites) over development on 'greenfield' sites. Greenfield sites are

inner London Borough such as Lambeth are rare and most often limited in size. Previously-used land is not the same as contaminated land. Many brownfield sites are contaminated as are some greenfield sites. The national definition of previously-developed land (see glossary) excludes land where the remains of previous uses have blended into the landscape, or which have been overtaken by nature conservation value or amenity use.

## 4.7. Protecting Residential Amenity

### **Policy 7      Protection of Residential Amenity**

*The right of people to the quiet enjoyment of their homes will be respected.*

*In predominantly residential areas the establishment of a new, or intensification of an existing, incompatible non-residential use, likely to have a materially adverse environmental and/or traffic impact, will not be permitted.*

*In mixed-use areas, the scale, design, layout, hours-of-use, intensity, concentration, and location of non-residential uses, will be controlled in relation to residential uses to protect residential amenity.*

4.7.1. Lambeth generally seeks to protect the environment of residential areas from the intrusion of uses that are incompatible with residential areas by virtue of noise, nuisance, disturbance, pollution etc. Even greater prominence is given to these issues by the Human Rights Act which requires careful balancing of different rights. This will require particularly careful planning decisions and controls in areas such as town centres and Central London. This policy deals with amenity issues arising from use; other policies in the plan address amenity issues arising from design e.g. overshadowing. The policy does not preclude the use of best practical methods of environmental control.

## 4.8. Making Lambeth Accessible to All

### **Policy 8      Accessible Development/Integrated Transport**

*Development should, where possible, be located and designed to be accessible by the whole community and promote social inclusion (including those with reduced mobility), and to reduce reliance on the private car. Lambeth will work with the transport operators, infrastructure providers and TfL to improve integration between different modes of transport.*

*In particular:*

*(a) Development which attracts a lot of people should be located in areas with good, very good or exceptional public transport accessibility (see Map 1) or public transport should be developed in conjunction with the development to bring it to this level, as well as being easily accessible by pedestrians and cyclists;*

*(b) For development which attracts a lot of people, the capacity of the public transport network, within convenient and safe walking distance of the site, should be sufficient to accommodate any increase in passenger trips to an acceptable level of service, or be programmed or secured to be raised to this*

~~level within a reasonable period. The cumulative impact of development will be taken into consideration in assessing whether an acceptable level of service can be provided. This will include securing and providing additional facilities for bus and/or railway/tram operations where they are necessary in order to meet increased level of demand;~~

~~(c) — Development which attracts a lot of people should make proper opportunity for interchange facilities between public transport modes or services and between public transport modes and walking and cycling; and~~

~~(d) — Any application for development with transport implications should be supported by a Transport Assessment, and should incorporate proposed traffic reduction, restraint and management measures to mitigate the impact of the development on the surrounding road network. Measures to promote traffic reduction and management, as well as alternative methods of transport such as public transport, cycling, and walking, will also be expected of developers (including travel plans).~~

4.8.1. A key objective of both the plan and government guidance is to improve access whilst reducing the need to travel (particularly by private car). A fundamental problem for Lambeth residents is high volumes of traffic and the associated environmental impacts. For example, road traffic is the major source of locally important air pollutants within Lambeth. This is in a borough where car ownership is generally low (only 49% of households having a car available [2001 census of population]) and the impacts of car use are often felt most strongly in the areas of lowest car ownership. A key element of the new plan is to build on the positive aspects of Lambeth's low car ownership by facilitating and encouraging 'car free' or 'car reduced' lifestyles and bringing about environmental, access and quality of life improvements. The majority of Lambeth's streets were designed before the age of mass car ownership. This is both a challenge and an opportunity for integrated planning and transport.

4.8.2. Transport is very rarely an end in itself — its role is to facilitate social and economic activities and to promote social inclusion. Therefore land use decisions need to be integrated with the public transport network and the full range of transport modes (including walking, cycling, and taxis) and the development of an integrated transport system linked to regeneration programmes and environmental improvement. Integration also needs to be more comprehensive; there needs to be sufficient public transport to take journeys shifted from the private car, it also requires a greater emphasis to the neglected mode of transport that does the integrating — i.e. walking — and on means of integration, such as interchange facilities.

4.8.3. In line with Government policy and that of the Mayor of London the plan focuses development in those areas with the best public transport accessibility. These areas are shown on Map 1, produced by London Transport in 2003 using the accepted London wide Public Transport Accessibility Model<sup>2</sup>. Developments that attract significant numbers of people, such as new shopping and leisure facilities, should be located in areas with the highest levels of accessibility. Otherwise,

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<sup>2</sup> — Plan Public Transport Accessibility Levels: Map 1 derives from Map 2A.3: Access to Public Transport in the London Plan. Public Transport Accessibility Levels (PTALs) have been adopted by TfL to produce a consistent London wide public transport access mapping facility to assist boroughs with locational planning and assessment of appropriate parking provision by measuring broad public transport accessibility levels. The use of PTALs in assisting the determination of appropriate development locations and parking standards requires TfL to maintain and periodically update such information. TfL will provide updated maps generally on a bi-annual basis, with interim updates for areas affected by significant schemes.



experience shows that too many people will use their cars. It is a simple measure based on adding up the walking time to a public transport stop to the average waiting time once there. Being a deliberately simple measure however, it can only be used to judge just one aspect of the quality of public transport in an area. Other things that need to be assessed are the quality of public transport interchanges, the capacity of stations and the public transport network in general, how walkable links to public transport stops are and how efficient the public transport network is in an area in order to be able to get from A to B. Looking at the public transport accessibility of a site should, therefore, be just the starting point of judging whether public transport is good enough.

4.8.4. A significant problem in Lambeth, as in much of London, is poor public transport capacity (the number and rate of people it can carry). This includes lack of fixed link lines, lack of stations, lack of capacity at stations and on the lines themselves. The Government's 10 Year Transport Plan, and the Mayor's Transport Strategy, are designed to solve some of these, however in some cases significant developer contributions will be needed to secure them/bring them forward. Individual developments may not, in themselves, have a significant impact on public transport capacity but may add to existing problems, or impact on future predicted problems. Each individual development needs, therefore, to be assessed in light of existing and future predictions of capacity.

4.8.5. Government guidance on preparing transport plans and development plans stresses the importance of integrating transport and development plans. In London, Lambeth will be preparing LiPs setting out how it intends to implement the Mayor's Transport Strategy and local priorities, via an extensive public consultation process to ensure it reflects the views of residents, business and stakeholders in the borough. Lambeth's emerging LiP, and the Air Quality Management Action Plan are integrating with and supporting the emerging new Unitary Development Plan and vice versa.

## **Policy 9      Transport Impact**

***Planning applications will be assessed for their transport impact, including cumulative impacts:***

- ***On highway safety;***
- ***On the environment and the road network; and***
- ***On all transport modes, including public transport (in particular, the impact On the demand for and the operation of public transport), walking and cycling.***

***Applicants will be required to submit an independent Transport Assessment (TA) for all developments which are likely to have a significant transport impact. The TA will be required to ensure traffic reduction and restraint/mitigation measures by the developer and other measures (both physical and non-physical) to improve access by other modes of transport such as public transport, walking, and cycling. This will include the requirement to produce a Travel Plan where required by national policy.***

***Any increase in traffic generated by development, and/or associated highway works, should not increase levels of traffic congestion, lead to a situation where the condition of highway safety is reduced, cause material harm to the speed and/or reliability of bus and other public transport services or undermine traffic reduction and/or management measures.***

***Development with an unacceptable transport impact (including in particular significant traffic generation), and/or contributing to a transport capacity shortfall, or leading to a compromise in the condition of highway safety (as judged against other policies in the plan) will be refused, unless measures are secured as part of the application to make this acceptable (see Table 5).***

***There should be adequate access and servicing for developments (including extensions and where appropriate, changes of use), plus appropriate refuse/recycling containment, litter control and waste disposal facilities and access to them.***

4.8.6. Planning applications for major and other developments having a significant transport impact should be submitted with a formal Transport Assessment (TA), which is a written statement which provides detailed information on the range of transport conditions both before and after a proposed development has been built, including details on how existing conditions are likely to change. These should include details of existing traffic generation and modal split information from a site wherever possible. They should also cover all modes of transport including public transport, walking and cycling. If there is not a full Environmental Statement for the purposes of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 or any replacement or amendment thereof, then the effect of additional traffic on air pollution, noise and running, community severance and residential amenity should also be included in Transport Assessments (TAs). TAs which include noise and air quality aspects should be included within the Environmental Statement if transport is a relevant issue when EIA is applied to particular developments. For smaller schemes, aspects of their transport impact would still need to be assessed through the normal development control process (against the policies of the plan). Lambeth will be producing Supplementary Planning Guidance detailing the kinds of planning applications for which TAs will be required.

4.8.7. It is important that new development does not adversely affect the condition of highway safety. In order that this is maintained, and, where possible, improved applications for development will be assessed with regard to the Council's minimum standards regarding access, internal circulation, servicing, and parking space dimensions. Further details regarding highway safety may be provided in supplementary planning guidance. Proposals in the Council's LIP will also be a relevant consideration regarding the impact of development on the environment and road network.

4.8.8. It is important that TAs are independent, objective and accurate assessments of a proposal rather than simply promotional literature. They need to positively identify and tackle the transport problems associated with a development and suggest solutions. For this reason it is not recommended that they are prepared after a development is designed but instead that they run parallel with the early design stages. These should incorporate proposed traffic reduction measures (e.g. travel plans) with the TA.

4.8.9. The organisation that would occupy a development can also help by producing strategies such as 'Travel Plans'. PPG13 sets down where these can be required as part of an application. These can be of significant benefit in encouraging, for example, employees or other users of a development to reduce their car-use. A good travel plan should include annual percentage targets for car-reduction and include management arrangements to continuously map and monitor car-use and travel patterns of employees with incentives and information to employees to reduce car-

use. These incentives should be subject to monitoring and review at least every year and this shall be the responsibility of a named manager. The travel plan should be submitted in two stages with the final plan submitted one year after first occupation when travel patterns are fully known. Some examples of the measures that should be considered include: car sharing, travel awareness and incentives to walk, cycle and/or use public transport, flexitime and staggered working hours, teleworking, communal travel arrangements for employees; and local recruiting and training arrangements. A special form of these is school travel plans, which should include physical and non-physical measures to remove problems in the vicinity of schools and which can significantly improve road safety. Where vehicle use is deemed essential; then vehicles should where possible be fuelled by low or zero emission fuels such as LPG or electricity.

4.8.10. Where the transport impact of development proposals would be unacceptable according to the policies, the planning and highway authorities will consider what measures, if any, may be possible to mitigate this in an acceptable manner. These will, where appropriate and consistent with national policy, include the use of contributions to improve accessibility through improved public transport or other appropriate forms of infrastructure – not necessarily those immediately confined to the site and access improvements to the area in which the development is situated. Not every development can be made acceptable in transport terms; sometimes it might just be the wrong use in the wrong location or it might require a thorough redesign or a reduction in scale. Some of the measures that might be appropriate are listed in Table 5.

4.8.11. In considering whether a proposal has an unacceptable impact on congestion, a broad definition will be used. Regard will be had to the function of the road in the road hierarchy of the area, the design capacity of roads and junctions and any proposals to reduce this capacity, the impact on highway safety, the impact on the free flow of traffic, buses and emergency service vehicles and Lambeth's proposals in its Local Implementation Plan (LiP).

<b>Table 5</b>	<b>Measures which might be secured to make development acceptable:</b>
	<ul style="list-style-type: none"> <li>• Improvements to public transport services<sup>3</sup>;</li> <li>• Improvements to public transport infrastructure and integration, such as pedestrian and cycle links, bus stops, carriageway and pavement measures and bus boarders including bus stands and garages;</li> <li>• Provision of covered and secure cycle parking and changing facilities and safe, direct and accessible pedestrian and cycle routes, including consideration of safe routes to school;</li> <li>• Restricting the number of parking spaces;</li> <li>• The management and use of parking spaces, so that, for example, priority is given to certain categories of people, e.g. disabled people, people with children, visitors,</li> </ul>

<sup>3</sup> Two issues need to be addressed when considering developer contributions towards public transport services, particularly for revenue support of services. Firstly, developer contributions for public transport may not be an adequate substitute for a development that is poorly located as, even after the contributions; the site may not be as accessible as other sites, such as those in town centres. Secondly, any contribution might only be over the short term (e.g. 3 years) but the services provided needs to be viable in the medium term. The main purpose of revenue contributions therefore should be for 'pump priming'. Money is needed because the early stages of a development may not generate enough demand to justify services being provided in their own right. However, it is always necessary to provide public transport early in the life of a development to ensure that people have a choice of transport modes and do not become dependent on car use.

or cars with more than one occupant and to ensure maximum use of off-street parking spaces;

- The provision of travel information about public transport, walking and cycling access, travel plans, city car clubs, cleaner fuel initiatives, Community Transport, and other measures to promote alternatives to the private car;
- Arrangements for deliveries to the site and removals from the site, covering specification of types of vehicles and hours of operation, design of delivery areas and specifications for lorry parking and turning spaces;
- The implementation of on-street parking controls/waiting restrictions, car-capped and car-free housing;
- Traffic calming/management measures such as home zones;
- Acceptable road safety, traffic management and essential highway improvements providing these improvements do not have the overall effect of increasing car use or congestion.

Such measures should be necessary for the scheme to go ahead and be related to the development, should be consistent with any existing or proposed parking controls and local transport proposals for the area and should not unacceptably divert traffic problems elsewhere. Wherever possible measures should be completed before the development is completed/ operational.

#### **Policy 10 — Walking and Cycling**

~~(a) — Walking - Development proposals that include traffic management and highway and pedestrian improvement measures, should maintain and enhance the walkability of the public and private environment with safe, direct and convenient routes – especially to key destinations such as schools, shopping centres and public transport facilities. Particular attention needs to be paid to the needs of visually impaired people and also mobility impaired people.~~

~~New development should have safe, well marked and well lit walking routes that are overlooked, convenient and attractive. These public rights of way should exist within the site and be connected to existing pedestrian routes in the surrounding areas. Where appropriate, improvements will be required to existing pedestrian routes and networks outside the site to improve connectivity. They should normally be along streets, or where not practical or desirable, overlooked pedestrian routes.~~

~~The Capital Ring and Thames Path will be completed, maintained and protected. Where off road routes are developed, maximum segregation should be achieved.~~

~~(b) — Cycling - A Lambeth Cycle Network (as shown on the Proposals Map) is being developed. New developments should connect to, facilitate and improve upon the network with direct, safe and well lit cycle routes (as public rights of way) and have full cycle access and facilities. Extra cycle parking, facilities and safety measures will be introduced.~~

4.8.12. More and more Londoners are starting to use their cars rather than walking for relatively short journeys. But more car use makes walking feel unpleasant and unsafe, leading to a vicious circle of decline. Walking makes up over a third of all journeys in London (source, London Planning Advisory Committee (LPAC)), but this can be substantially increased as even for journeys of under ½ km, over 20% are made by car. It is therefore important that development is located where walking is a

viable means of access. Designing for ease of walking brings residents together, reinforces community and discourages car use. This requires the creation or reinforcement of walkable neighbourhoods where local facilities and public transport are in easy walking distance. Lambeth's approach will take account of the '5 C's' as included within TfL's Best Practice on Walking Schemes guidance, that the walking environment is "Connected, Convenient, Conspicuous, Comfortable and Convivial". This will be supplemented by the introduction of travel plans to promote walking to workplaces and schools. A significant proportion of morning peak hour car trips are by parents taking their children to school. The successful introduction of school travel plans incorporating safe routes to school by bus, cycle, or walking, will both improve road safety and contribute towards the goals of sustainable transport and development.

4.8.13. The Council also recognises the value of longer distance leisure walks. These are important for encouraging walking generally, as well as promoting healthy leisure activity. The Council is a member of the London Walking Forum and supports the Capital Ring and the Thames Path.

4.8.14. Riverside walks were not initially designed for cyclists, although a long term aim is to provide a cycle route along the Thames. Recent lengths of the riverside walk cater for both pedestrians and cyclists, segregated where the width permits, but shared elsewhere. Existing sections will be reviewed to establish where segregated provision for cyclists can be made. New sections will be segregated where possible.

4.8.15. Feet First in Lambeth was a Lambeth transport taskforce investigation established to consider the development of the Council's future policy and action to encourage walking. The initiative has enabled the Borough to identify the fine detail of those factors presently discouraging walking. Such details are numerous and varied, such as poor lighting levels, footway conditions, poor pedestrian safety and pedestrian way signing, but many are more easily rectified than for other vehicular modes. Lambeth is now moving forward with a programme of work targeted at removing street clutter on key walking routes. As well as identifying the needs for the wider community, Lambeth intends to focus specifically on the needs of vulnerable groups such as, older people, people with disabilities and children and those without access to a car living in areas deficient in public transport.

4.8.16. Lambeth continues to use the targets set by the National Cycling Strategy as a motivator to action, and this shift to cycling in Lambeth in line with National targets is seen as a key component in delivering a sustainable transport system, improved street environment and improved health and fitness. The borough's first priority remains implementation of the London Cycle Network and the National Cycle Network. However, Lambeth is now looking to encourage safe cycling across a much wider network. Consequently, Lambeth now audits all new schemes for their effects on cycling safety and usability.

4.8.17. Lambeth seeks to create a high quality network of cycle routes to enable full cycling access to the borough. This may be achieved by providing cycling routes and facilities throughout the borough to allow comprehensive, safe direct and convenient cycling access, which will lessen reliance on less sustainable modes of transport.

## **Policy 11 — Management of Road, Bus and Freight Networks**

### **(a) — Road and Bus Networks**

- ~~On the TfL Road Network (as shown on the Proposals Map) priority will be given to distribution traffic, particularly for business journeys, buses, cycles and commercial vehicles. There is a general presumption against new accesses or increased use of existing accesses unless a project is essential to regeneration.~~
- ~~On the London Distributor Road Network (as shown on the Proposals Map) priority is given to buses and to London distribution traffic. The number and location of access points will be restricted, and where permitted must include provision for vehicles to enter and leave in a forward direction.~~

~~On the above networks, in the light of the road user hierarchy below, priority will be given to pedestrians in areas of high pedestrian activity, such as in town centres and Central London, particularly removing the severance effect of the A23. In these locations, where possible, road space will be reallocated in favour of pedestrians, footways will be widened, barriers removed and crossing locations and timings adjusted to improve conditions for those on foot. Gyratories and roundabouts will be removed, where possible, where it would benefit the area, creating a cleaner, greener and more connected area.~~

~~Priority will also be given to bus movement on parts of the London Bus Priority Network outside these networks. Development on bus routes must provide for the efficient operation of bus services through or adjoining the site, and servicing and distribution should not harm the operation of bus services (particularly in town centres). Traffic management measures will be undertaken to give further priority to buses.~~

- ~~All other roads are local distributor or local access roads where there is a presumption in favour of safe access and amenity, particularly for residents, buses, pedestrians and cyclists, and where necessary, business access. Freight use will be restricted. Local Distributor Roads form a link between the London Distributor Road Network and local access roads and a suitable balance will be struck between the needs of all road users (including buses, pedestrians and cyclists) and those of the local community. Traffic management measures will be implemented to minimise the impact of traffic on London Distributor Road Network and to minimise the use of local access roads, whilst taking into account potential impacts on crime. On Local Distributor Roads, it is desirable for vehicles to be able to enter and leave a site in a forward gear, and the acceptability of new vehicular accesses will depend on the highway safety implications of each site on its merits.~~

~~On all roads priority will be given to road safety issues.~~

~~(b) — Road User Hierarchy – In considering the management of the road network, in accordance with the principles above, and the impact of development, priority will be given in case of conflict, to traffic in the following declining order:~~

- ~~Walking;~~
- ~~Cycling;~~

- ~~Buses;~~
- ~~Rail services;~~
- ~~Taxis and minicabs;~~
- ~~Motorcycles/scooters;~~
- ~~Freight transport;~~
- ~~Cars.~~

~~(c) — Freight – There is a presumption in favour of rail or water transshipment for proposals involving significant movement of freight. Development with a significant number of distribution trips should be located in or in close proximity to the TfL Road Network.~~

4.8.18. The plan includes a revised road network for the Borough in line with that of the Mayor of London. Roads are classified according to their function and importance. The top tier, the TfL Road network is defined by statute, but it also cuts through most of Lambeth's town centres. This does not mean, however, that through traffic need always be the priority on all parts of this network. The Mayor of London is introducing his Streets for People project of social inclusion through the reduction of vehicle domination and creation of social spaces where people feel comfortable throughout the day, and will want to spend time. It will seek to achieve a new and effective balance between all road users, particularly between pedestrians and vehicles, with a better use of existing road space. Further cycle parking facilities at workplaces, schools, leisure facilities, on high streets and shopping areas, and the introduction of travel plans will all help to contribute to a change in travel behaviour. Further details regarding road access and highway safety may be provided in supplementary planning guidance.

4.8.19. For example, on roads such as Streatham High Road, Brixton Road, Vauxhall Cross, Albert Embankment and York Road, Lambeth is working with Transport for London (TfL) to provide much greater pedestrian priority and comfort in areas of high pedestrian activity – including potentially giving up road space to the pedestrian environment. Reallocation of road space in favour of public transport could have significant impact on local servicing and the operation of the A23. Lambeth, TfL and local stakeholders will work together to ensure a co-ordinated and acceptable balance. There is potential to remove gyratory systems, such as at Tulse Hill, which have severe problems of air quality and pedestrian severance, can encourage bottlenecks and do not substantially improve journey times.

4.8.20. The penetration of the bus network to certain deprived parts of the Borough is poor (particularly in North Lambeth), and this exacerbates social exclusion. There are however a number of projects to extend the scope and coverage of the bus network, including the Riverside Bus service which connects riverside communities in Lambeth and Southwark. Community transport projects help to promote social inclusion and supplement the local transport system and projects have been supported under the Single Regeneration Budget (SRB).

4.8.21. A guiding feature of Lambeth's on-going and future action is the Road User Hierarchy, set out above. This re-balances priorities for action away from the car and towards pedestrians and cyclists. Improvements to cycle networks and facilities will also be important (including parking and changing facilities – see policy below). Lambeth is implementing the London Cycle Network and its own local network. Changes or additions to the highway network, including from development, will be assessed for their impact on cycling – examining the coherence, directness, attractiveness, safety and comfort of routes.

## **Policy 12 Strategic Transport Hubs and Transport Development Areas**

***Development of the following Strategic Transport Hubs is supported:***

- ***Waterloo Station and around;***
- ***Vauxhall Cross;***
- ***Brixton Overground Station/ East Brixton Regeneration Arc;***
- ***Streatham Station/Ice Rink;***
- ***Stockwell Station/Tram stop area;***
- ***Loughborough Junction;***
- ***Tulse Hill.***

***These are important transport interchanges and the focal point for appropriate high-density development in the surrounding Transport Development Areas.***

***The design of the stations/interchanges should have the highest standards of interchange between modes and have a visual impact and setting appropriate for a building, which should be a community focal point and landmark. Each of these strategic hubs should include:***

- ***Well-designed spaces for stops and shelters;***
- ***Sufficient kerb space for buses;***
- ***Simplified walk routes to access the networks;***
- ***Good pedestrian crossings; and***
- ***Be fully accessible to all;***

***Development of MDOs (as shown on the proposals map) and other sites that have come forward, at or near these hubs should make full and effective use of the site, have a mix of land uses with a significant element of housing where appropriate, and should be orientated around pedestrians, buses and cyclists (with good and improved links to the transport interchange), rather than the private car.***

***Any development within the Transport Development Area should complement the comprehensive development of the surrounding area.***

***Developer contributions will be secured where: in the short term, development would not be acceptable without increased capacity or improved facilities at existing stations/interchanges; and, in the longer term, there would be an increased level of capacity and/or service offered by the development of these locations as Strategic Transport Hubs and Transport Development Areas.***

***Development of secondary hubs will also be promoted at Crystal Palace, Streatham Hill, Streatham Common, West Norwood, Clapham Common, Herne Hill, Oval and Lambeth North.***

4.8.22. The Mayor of London's emerging strategies suggest that development and regeneration activity should be focused around existing and improving strategic transport "Hubs".

4.8.23. Specific potential proposals are dealt with in more detail in the sections on these areas. However a general issue is that at each of these stations there is the opportunity for more intensive development, providing for much needed regeneration and housing in the borough. There is also a need to increase public transport



capacity, especially to support and integrate with major regeneration proposals—such as London South Central. Enhancing public transport frequencies, connections, stops and quality of interchange around these 'strategic hubs' can help provide, over time, an enhanced orbital transport network around central London, help relieve pressure on termini experiencing capacity problems, and provide key opportunities centred around improved North-South and East-West links in the borough. The LiP will further investigate these issues.

4.8.24. A key component of the Mayor of London's plans are Transport Development Areas (TDAs). These are areas surrounding these strategic transport hubs which have potential for redevelopment. The Transport Development Areas approach is defined as integrated land use/transport planning, operating around urban public transport interchanges or nodal points well served by public transport, in which a more specific relationship between development density and public transport service levels is sought. In these areas higher densities are permitted in return for significant contributions by developers to improved transport facilities. As areas around such strategic hubs comprise sensitive residential and conservation areas as well as MDOs, it has not been considered useful to define the TDAs on the Proposals Map—outside the MDOs themselves.

4.8.25. All interchange designs and works should adhere to the joint TfL/Railtrack/LUL/ATOC 'Intermodal transport interchange for London: Best practice guidelines' (January 2001), and DTLR (then DETR) guidelines 'Accessible Public Transport Infrastructure—Guidelines on the Design of Interchanges Terminals and Stops'.

4.8.26. Secondary transport hubs are defined as those transport facilities where there is scope for associated development in the surrounding area, but of a lesser scale and density than that appropriate around the Strategic Transport Hubs in the Transport Development Areas.

### **Policy 13 — Major Public Transport Proposals —**

***The following new rail, underground and tram infrastructure projects are supported, and will, where necessary, be safeguarded:***

- ***Cross River Tram (alignment shown on Proposals Map), with potential extension to Clapham and Streatham (to join the proposed Tramlink extension from Croydon);***
- ***City Tram linking the City to Battersea via Vauxhall;***
- ***East London Line extension to Wimbledon (via Streatham) and to Clapham Junction (via Brixton) with high-level platforms at Brixton;***
- ***Extension of Croydon Tram-link to Streatham;***
- ***London Orbital— including high-level platforms at Brixton;***
- ***Cross Rail 2 (which will improve capacity to Waterloo);***
- ***Thameslink 2000 improvements, where this does not detract from the existing services and will increase the frequency of trains between Streatham, Tulse Hill and Kings Cross;***

***The opportunities along these public transport corridors will be maximised as regeneration corridors.***

***Developer contributions will be secured where, in the longer term, development would not be acceptable without the increased level of accessibility, capacity***

~~and/or service offered by these projects. Where necessary or appropriate, contributions will be pooled to secure such facilitating development. Incremental impact of development will also be considered.~~

~~Development along these routes will be expected to safeguard land that is required to promote these projects, where detailed design is known, and designed to complement them.~~

~~4.8.27. Undergoing substantial development and design, the Cross River Tram is a high quality mass transit tram link, running north south from a northern terminus at Camden and Kings Cross/St Pancras via Euston and Waterloo to southern termini at Peckham and Brixton. It will substantially reduce congestion, emissions and pressure on the Northern Line, as well as linking some of South London's most deprived communities and largest development opportunities to Central London. Lambeth prefers the option of this being a tram link. This will act as the main regeneration corridor in the London South Central area. Any traffic management work and regeneration activity along or around the route should anticipate and take account of the arrival of the transit system.~~

~~4.8.28. A study is being undertaken into potential extension to the Croydon Tramlink. One of the possible routes being investigated is a route from Purley to Streatham via Croydon. This route, as currently envisaged, would terminate at Streatham station, to the south of the rail bridge on Streatham High Road.~~

~~4.8.29. Studies are being undertaken into the potential for a tram route linking Hackney to Battersea via The City, Elephant and Castle, and Vauxhall. This would link to the Cross River Tram at Kennington.~~

~~4.8.30. Lambeth has better underground connections than any other South London borough, with the Bakerloo, Jubilee, Northern and Victoria, serving it. However connections are worse than Inner London boroughs north of the River. The Brixton hub proposals with new high level platforms at Brixton overground station will form part of an additional extension of the East London Line.~~

~~4.8.31. There are significant problems with rail services and facilities:~~

- ~~• Orientation, most services are radial except for the South London Line between Victoria and London Bridge and the section of the Jubilee Line at Waterloo;~~
- ~~• Overcrowding, whilst signalling a dramatic increase in rail transport use over recent years, the evident overcrowding seen at peak times (and increasingly off peak), demonstrates a shortage in capacity;~~
- ~~• Most long distance services into Waterloo, London Bridge (Southwark) and Victoria (Westminster) do not stop in the borough and can only be accessed through Waterloo.~~

~~4.8.32. There are a number of opportunities to improve rail service provision in the borough following the recently completed Northern Line upgrade and opening of the Jubilee Line extension. In particular the proposals by the Mayor to develop the South London line between Victoria and London Bridge to become part of a possible longer term 'Orbirail' providing orbital opportunities to bypass congested central London lines and stations (such as Victoria and Waterloo). Plans for the East London Line Extension have also progressed, and it has been confirmed that there will be a number of stops within Lambeth, at Clapham High Street and at Wandsworth Road on the branch to Clapham Junction, which will be of benefit to the Borough.~~

4.8.33. In terms of frequency of service, the Council, working with SELTRANS, Train Operating Companies, the SRA and TfL is supporting the development of an Overground Metro (OM). Though criss-crossed by railways and served by 180 stations the perception is that South London is poorly served. The aim is to create a high frequency, high capacity, 'turn up and go' metro service.

## **Policy 14     Parking and Traffic Restraint**

~~(a)     **Traffic Restraint** – Development should support and not undermine the achievement of the Mayor of London's traffic reduction targets.~~

~~(b)     **Maximum Parking** – The level of private parking permitted will be restricted to no greater than the standards (Table 6) and may be reduced to this level by condition or a Section 106 agreement. The level of such parking should not, however, be below minimum disabled persons and other essential operational parking. The use of surplus parking for purposes other than commuter parking is encouraged.~~

~~(c)     **Town Centre Parking** – Parking for uses open to the public in town centres should be in the form of shared public parking, with maximum stay restrictions, not reserved for customers of that development. The loss of such parking will be acceptable only if it is demonstrated to be surplus.~~

~~(d)     **Station Parking** – Limited parking and drop off facilities are permitted at stations outside the Central London Activities Zone.~~

~~(e)     **Contract and Public Off-Street Parking** – (other than in c or d) will not be permitted, unless they form part of the acceptable maximum parking standard of a named occupier or attraction. This includes temporary car parks.~~

~~(f)     **On-Street Parking** – Parking for new development may be accommodated on-street, providing this does not interfere with bus use; sufficient carriageway width remains for all road users; and it would not have an unacceptable impact on road safety, emergency service access, amenity or traffic management.~~

~~Where a scheme will generate an increase in demand for on-street parking, then the applicant would be required to pay for or contribute towards appropriate new or amended parking and waiting controls and traffic management measures, subject to public consultation. Adequate on-street disabled and essential users bays will be secured.~~

~~Where development is already located in a Controlled Parking Zone, then Section (g) below will also apply. Section (g) will also apply in relation to any future Controlled Parking Zone. If such measures are not practical (or unlikely to be forthcoming within a reasonable timescale), then the development may be unacceptable or may need to be reduced in scale.~~

~~(g)     **Car-Free Developments** are encouraged in areas of good, very good and exceptional public transport accessibility (with reference to PTAL scores). In these areas, especially where there is presently severe parking stress or there would be a significant increase in parking stress following development, development will be secured as car-free (no on-site parking) and/or permit-free~~

*(where the eligibility of occupiers for Council parking permits is prohibited), and/or be part of/contribute towards a city car club.*

*(h) Home Zones – Further Home Zones may be introduced, where priority will be given to pedestrians and cyclists over vehicles.*

*~~(i) Cycle Parking – Development should comply with the plan's minimum Cycle Parking Standards (Table 6) and include changing and showering facilities with cycle parking situated in a convenient, secure and sheltered location. Priority will be given to improving cycle parking at stations and in town centres.~~*

*~~(j) Motorcycle Parking – Appropriate motorcycle parking bays may be provided on street. Limited off-street motorcycle parking is permitted.~~*

*~~(k) Coach and Taxi Parking – Developments likely to attract significant numbers of visiting members of the public should include adequate taxi parking facilities, as predicted in a Transport Assessment.~~*

*~~Development likely to attract significant coach traffic (e.g. larger hotels and tourist facilities) should include adequate coach stopping and parking facilities, or contribute towards coach management measures and/or coach parking elsewhere in areas where coaches are restricted (e.g. the South Bank).~~*

*~~Unloading and alighting should not obstruct the public highway and/or public transport facilities.~~*

*~~Mini-cab offices will not be permitted where they would create traffic problems or harm residential amenity.~~*

*~~(l) Servicing – Business premises should have proper servicing facilities. On-street servicing is discouraged where this would interfere with pedestrian or cycle movements or would lead to other traffic or safety problems.~~*

4.8.34. It is in Central London that convergence of traffic routes is concentrated, and that the impacts arising from car use are often felt most strongly. It is here that the Mayor of London has introduced congestion charging as an integral part of his transport strategy.

4.8.35. Lambeth supports the principle of direct traffic reduction via congestion/road user charging with revenues funding public transport, environmental improvements and mitigation measures. Controls on contract parking may be needed, especially near the cordon. Lambeth is working with TfL on measures to complement this - such as 20mph zones.

4.8.36. The main tool for traffic restraint is the control and management of the supply of parking, both on and off street. Traditionally, central/inner London local authorities like Lambeth have sought to restrain car use by limiting or minimizing the amount of parking at office and other non-residential developments. This is in accord with the provisions of paragraph 49 of PPG13. Such 'restraint based' parking policies have to be supported by the introduction of on-street parking controls preventing workplace parking, etc. being displaced onto the street, either around the workplaces themselves or at stations where "unofficial" park-and-ride may take place, as well as prioritizing parking for local residents.

4.8.37. In addition government policy now requires such maximum standards to apply to residential development. The provision of parking in residential development is often at the expense of additional residential units or open space, nor is it always needed. Also strict adherence to minimum parking standards can prevent some sites being brought into, or existing buildings changed to, residential use where it is impractical to provide much or any parking. However, the introduction of maximum residential parking standards can lead to overspill parking on surrounding streets. This lack of restraint beyond the boundaries of a residential development is unlikely to lead to a reduction in car use, given aspirations for car ownership, and is an issue which needs to be recognised by developers.

4.8.38. Essential operational parking is permitted and required to cater for those essential trips that cannot be made by public transport. Such trips would include provision for people who are unable to use public transport because of a disability or illness, people working unsociable hours, and people maintaining the building or the specific needs of a particular activity (in which case the onus will be on the applicant to demonstrate special need). Operational parking, including disabled parking, is part of the overall parking maximum (not additional) and does not include provision for any commuter, residential or visitor trips. Traffic Advisory Leaflet 5/95 'Parking for Disabled People', includes guidance on maximum walking distances for disabled people.

4.8.39. In mixed use schemes, especially where it would be expected for peak demand to vary between uses, a reduction in the maximum overall on-site parking provision would be required. This will ensure that parking provision is minimised whilst still providing adequate parking to cover basic needs of all occupiers. It will also ensure that a development does not over-provide parking for each individual use. A parking management plan must be provided to show how the car park would be managed and would reduce conflict when peak times overlap. A Travel Plan must also be provided to promote measures to reduce car use especially at peak times.

4.8.40. Lambeth treats parking controls both as a means of managing traffic and of restraining demand, improving road safety, assisting air quality and improving the environment in general. On-street parking is a traditional use of the street and can be acceptable on many roads, where, for example, parking can be provided in front of a property. As with many London boroughs, however, Lambeth has been subject to the adverse impacts of an overwhelming demand for kerbside parking by residents, commuters, businesses, coaches and heavy vehicles. By providing for, or failing effectively to manage this demand, further congestion is encouraged. Controlled Parking Zones cover most of the northern part of the borough and consultation will be undertaken on any future extension. The Council has conducted a 'parking stress' survey to identify the main areas which suffer from parking stress. This will inform the Council's Parking Plan and Parking Policy which will in time guide the future development of Controlled Parking Zones. These documents will assist in the detailed assessment of parking requirements for new development. The proposed East London Line extension, Cross River Tram, City Tram, Croydon Tramlink extensions and any alterations to congestion charging may also require zone extension and/or redesign in affected areas.

4.8.41. There are a number of potential solutions that developers can take to overcome the problems of on-street parking. Residents of car-free developments (where no on-site parking is provided) and car-reduced developments (where some limited on-site parking is provided) will be excluded from the Council's residents parking permit scheme. Lambeth will require developers to produce travel plans to help reduce the vehicle trips generated, and therefore reduce the demand for parking

on site and in surrounding streets. Parking availability can also be used by developers to encourage cleaner fuels, by designating parking spaces for cleaner fuelled vehicles only and by installing electric charging points for electric vehicles. Further details regarding car free development may be provided in supplementary planning guidance.

4.8.42. In other parts of Europe and more recently in the UK, City Car Clubs (shared pools of cars available locally for short term hire) have been developed as an alternative to car ownership. The lesson is that City Car Clubs achieve social inclusion objectives, widening access to cars and reducing total car usage. Car Clubs can be provided within residential development as an alternative to car parking and individual car ownership or as more widely available "street fleets". It is important for the schemes to assess and take account of the likely impact on the operation of public transport in the area. Lambeth is a member of the London City Car Club and developers will be encouraged to join and contribute to this project rather than provide independent car clubs.

4.8.43. Travel by powered two-wheelers, whether by moped, scooter or motorcycle, is clearly a more sustainable transport alternative than a car, and is recognised as such by the Mayor of London. They generally perform better environmentally, cause less infrastructure damage, require less roadspace per person and are more readily available in terms of cost. Where on-street motorcycle bays are provided developers will be expected to provide an "anchor" to secure the motorbikes.

4.8.44. Licensed taxis are an important part of London's transport system and result in the need for less on-street and off-street parking and a more efficient use of resources than reliance on private cars. They also provide a facility that is of great use to the business community, which offers a door-to-door service, is reliable and 100% accessible to wheelchair users. There is a shortage of taxi ranks within the borough and these should be considered within new schemes. Where insufficient provision is made for taxis, problems of alighting and turning can occur on the public highway. It is unacceptable to divert these problems onto surrounding streets. Minicabs can create problems however, since they have been regulated their role has become increasingly important and should be included within areas that require these facilities.

4.8.45. Lambeth has prepared a Car and Coach Parking Strategy, and a Coach Management Strategy for North Lambeth. As a result essential off-street parking is confined to three sites identified in part B of the plan. Lambeth is investigating the use of special powers to board and pilot coaches away from the area where necessary, as well as area access licensing for coaches and a travel management system funded by licenses linked to attractions.

4.8.46. Cycling is an important means of reducing reliance on the private car. In this respect it is important that cycle parking is of a sufficiently high standard to encourage its use. All cycle parking is expected to be secure and, when it is intended for long term use (e.g. employees or residents) it must be covered and convenient for the intended users. There is a wide variety in the type of cycle parking that is currently available and the Council will expect to see details of all proposed cycle parking to ensure it meets these objectives. The cycle parking standards remain as a minimum requirement to encourage cycling. For residential schemes it is not necessarily expected that cycle ownership will be one per dwelling, but it may be that some households will have none and others two or more. For this reason cycle parking at residential developments must be in groups and not allocated to individual dwellings.

**Table 6 — Maximum Parking Standards**

Use	Central London Activities Zone	Area of Strict Restraint – those remaining parts of the borough with excellent, very good or good public transport accessibility (Map 1)	Area of Traffic Restraint – remainder of the borough	Minimum cycle parking
<b>Employment (B1/B2/B8)</b>  Developments below the maximum parking threshold, relating to standards for a single space, may still have one space. For developments of multiple small units below this level, it is acceptable to allow maximum parking to be assessed unit by unit, rather than the normal practice of the scheme as a whole.	1 space/ 5,000m <sup>2</sup> GFA  To ensure no increase in traffic and no increase in parking from the existing use (including where a building has no parking). Existing parking to be reduced to the maximum standard level.	1 space/1,600m <sup>2</sup> GFA ground floor  1 space /1,500m <sup>2</sup> GFA upper storeys  A minimum of 1 space per unit providing no more than 1 space/1,500m <sup>2</sup> GFA overall. The amount of additional parking is restricted to no more than a 20% increase on existing levels.	1 space/ 1,600m <sup>2</sup> GFA ground floor.  1 space /1,500m <sup>2</sup> GFA upper storeys  A minimum of 1 space per unit providing no more than 1 space/ 1,500m <sup>2</sup> GFA overall. The amount of additional parking is restricted to no more than a 20% increase on existing levels.	1 space /125m <sup>2</sup>
<b>Hotels (C1)</b>	1 space per 40 bedrooms – coach and taxi parking (restricted by policy)	<b>Assessed on a case by case basis</b>	<b>Assessed on a case by case basis</b>	1 space/10 staff +1
<b>Retail (A1/A2/A3)</b>  (Where there is a significant mix of retail and leisure within a development then parking should be reduced by 30%)	No car parking – other than for disabled	Food 1 space/75m <sup>2</sup> GFA  Non-Food 1 space/100m <sup>2</sup> GFA	1 space/ 50m <sup>2</sup> GFA	Food retail 1 space /125m <sup>2</sup>  Non-food Retail 1 space /300m <sup>2</sup>

				Pubs/wine bars 1 space /100m <sup>2</sup>  Take Aways 1 space /50m <sup>2</sup>  Restaurants /Cafes 1 space/20 seats
<b>Theatre, and Leisure (D2)</b>	No car parking—coach and taxi parking (restricted by policy)	1 space/40m <sup>2</sup> GFA	1 space/40m <sup>2</sup> GFA	1 space/50 seats; min 2 spaces
<b>Community Facilities</b>	Minimum operational parking only—assessed on a case by case basis	<b>Assessed on a case by case basis</b>	<b>Assessed on a case by case basis</b>	1 space/5 staff plus 1 space/5 visitors or seats— <b>assessed on a case by case basis</b>
<b>Minimum Disabled Persons Parking</b> —unless the development is in close proximity to a fully accessible station (to be inclusive of the overall provision)	1 space/50,000m <sup>2</sup> GFA or 10% of overall parking—whichever is greater	1 space /25,000m <sup>2</sup> GFA or 10% of overall parking—whichever is greater	1 space /12,500m <sup>2</sup> GFA or 10% of overall Parking—whichever is Greater	

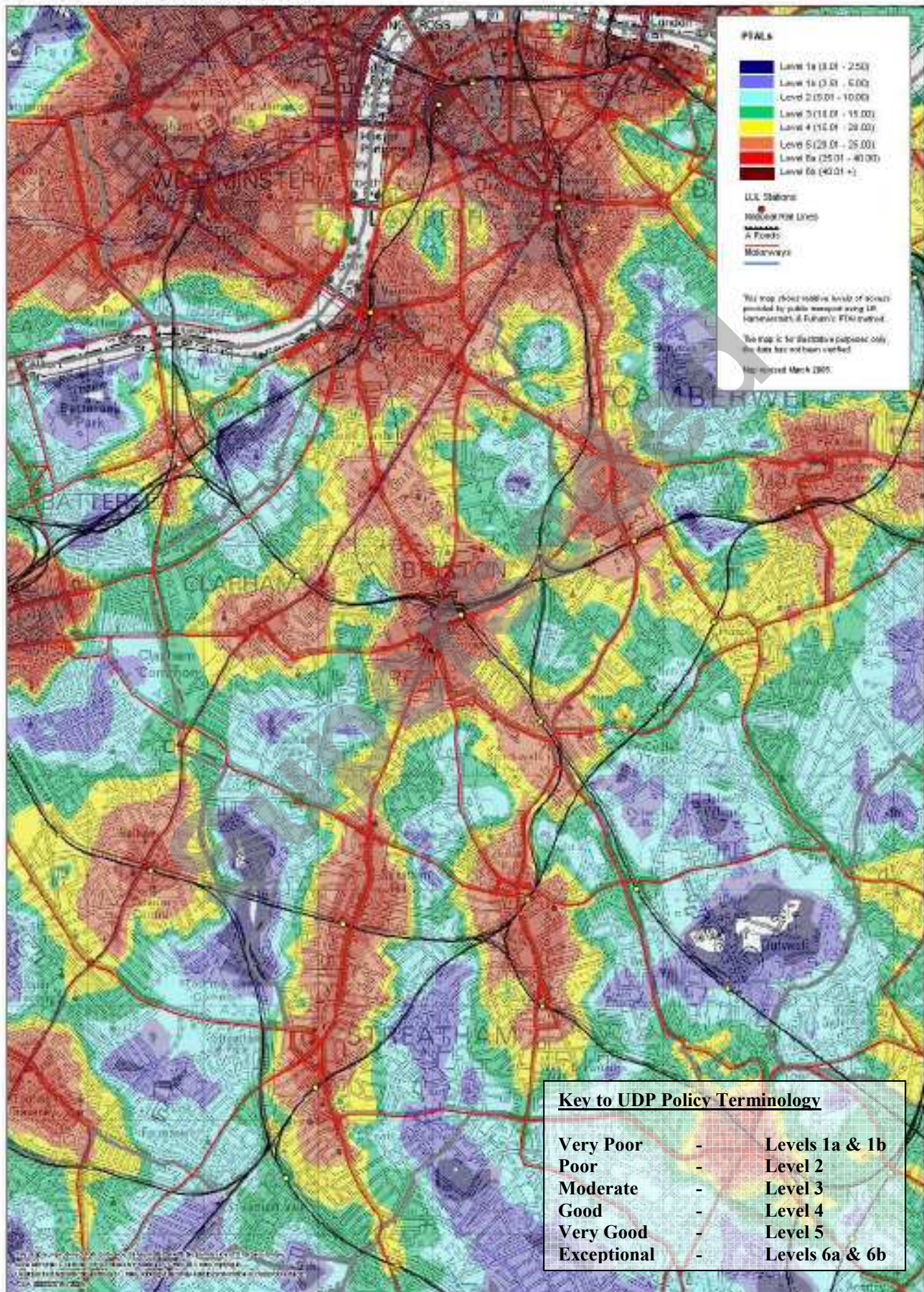


Residential	Maximum number of parking spaces for dwellings by Number of Bedrooms	Central Activities Zone and Area of Strict Traffic Restraint	Area of Traffic Restraint – remainder of borough
	3+	0.5	4
	2	0.4	0.75
	1/Studio	0.25	0.5
	Affordable Housing (other than Key Worker Housing)	3/4 of above	3/4 of above
	Non Self Contained Accommodation (including Hostels, cluster housing and supported housing) and warden controlled sheltered housing. This may be varied where the mobility of staff and/or the number of residents vary significantly from the norm.	1 space per 15 bedrooms	1 space per 10 bedrooms
<p>Parking spaces provided should be shared as far as possible between dwellings (unallocated). Garages should be minimized. Residential fractions are rounded up. Minimum of one cycle space per dwelling. In new build residential developments a secure, covered cycle parking facility is to be included within the design of the building.</p>			



## Map 1 Public Transport Accessibility

LB Lambeth - Public Transport Accessibility Levels



superseded by the Local Development Framework Core Strategy January 2011.



## 4.9. The Homes Lambeth Needs

### Policy 15 Additional Housing<sup>4</sup>

#### ~~(a) Housing Provision Levels~~

~~The Council will promote a range of new housing development to meet different needs and demands including that for affordable housing in order to achieve:~~

- ~~(i) The provision of a minimum of 20,500 (about 1400 /year) net additional homes between 2002 and 2016; and~~
- ~~(ii) As part of this, the development of a minimum of 8,200 (about 550/year net) additional affordable dwelling completions between 2002 and 2016.~~

~~The progress of housing completions and permissions and their relationship to housing need will be closely monitored, in line with government good practice guidance, and adjustments to the housing provision levels will be proposed where necessary.~~

#### ~~(b) Priority in Favour of Housing~~

~~Unless otherwise stated in the plan, housing is an appropriate use on all sites which can provide a suitable residential environment for existing and future residents. Unless the plan expressly promotes, allows or protects other uses, housing should be the predominant use on sites coming forward for development, providing that realistic opportunities for new or improved community facilities, for which there is a local shortage or deficiency, on part or all of the site or elsewhere, are not foregone. Pro-active planning powers will be used to bring this into effect.~~

~~In particular, conversions and re-use of empty buildings will be promoted (unless retention of viable uses is protected by other plan policies), where a more flexible approach towards development standards will be applied, subject to the maintenance of a high quality residential environment.~~

#### ~~(c) Housing Mix~~

~~On developments capable of 10+ units, or on sites of 0.1 Ha+ irrespective of the number of units, a mix of dwelling type, affordability and size of unit will be required, having regard to local circumstances and site characteristics, to meet the changing composition of households in the light of assessed housing need.~~

#### ~~(d) Presumption in Favour of Retention of Residential Accommodation~~

~~Development should not result in the net loss of either permanent residential accommodation (C2 or C3 use class and including properties in multiple paying occupation) to non-permanent residential (including timeshare, short term lets and temporary sleeping accommodation, as well as C1 uses, hostels and bed and breakfasts), or of residential accommodation to other non-residential development, where such accommodation can still be used, with or without~~

<sup>4</sup> The Alterations to the London Plan (December 2006) set a minimum target for Lambeth of 11,000 additional dwellings in the period 2007/08 to 2016/17 (1,100 additional dwellings per year). This includes both conventional and non-conventional supply. This overrides/supersedes the figure in the adopted Lambeth UDP.

**adaptation, for permanent residential purposes. Some specific exceptions to this policy are set out in Policy 26 for Community Facilities uses.**

**The net loss of affordable housing units (including premises in lawful use as purpose-built hostels and properties in multiple paying occupancy), or the affordable part of housing sites to non-affordable housing use, will be resisted unless this is the only means of securing essential improvements to the quality of affordable housing remaining/rebuilt on-site (or exceptionally off-site) or its suitability for residents in priority need, and the property is incapable of being brought up to Housing Act or Building Regulations standards without this. Replacement of one form of affordable housing with another is acceptable where the replacement better meets housing need.**

4.9.1. In Lambeth, the number of households is projected to increase from 108,900 in 1991 to about 153,100 in 2016 (LRC Demographic Projections, 1998). Of this projected increase of 44,200 households, the majority is expected to be one person households (due to factors such as rising divorce rates and people living longer alone).

4.9.2. Lambeth's housing provision levels are based on the London Housing Capacity Study (GLA 2000), updated to take account of new information. The London Plan indicates that a new housing capacity study will be undertaken in 2004.

4.9.3. Lambeth has radically reviewed its policy against four sources of additional housing:

- New dwellings provided on sites redeveloped or made available from other uses, including a housing component in suitable mixed use development;
- The adaptation of existing buildings in other uses for housing;
- The redevelopment of land used for housing to a higher density;
- The conversion of the existing housing stock for occupation by more households.

4.9.4. Lambeth has revised its policies on flat conversions which were much more restrictive than other boroughs and produced more accurate estimates of the likely future rate of conversion which is unlikely to be as high in the 1980s. Lambeth has also replaced blanket density controls with a design led approach to encourage higher densities and revised its policies to make conversion of redundant buildings and uses to housing easier (whilst still protecting important uses which have value to the community). Lambeth has also examined on a street by street basis potential future sites for housing, including a number of potential sites for tall buildings around transport interchanges. The major growth will be in the Vauxhall area although the increases in density will only bring it up to the density levels in Plimlico. Planning policies and the Proposals Map have been guided that assessment which has maximised the potential for housing and envisages the radical remodelling of a number of areas. The result of the study is shown on Table 7.

<b>Table 7 Results of the Lambeth Housing Provision Survey 2001 (2002-2016)</b>	
	Net additional homes
• Large identified sites	12,100
• Large windfall sites	3,506
• Small windfall sites	1,200
• Small Conversions	2,093
(Continued)	

• Live Work	100
• Non Conventional Capacity (including reduction of vacancies)	1,500
Total (rounded)	20,500

4.9.5. These changes would give an estimate of about 1400 additional homes per year. This is considered to be a broadly robust figure as it uses the same methodology as the London Housing Capacity Study 2000. The latter study follows the 'Plan, Monitor and Manage' approach using research and information that the borough did not have access to at the time Lambeth's study was undertaken. In particular, Lambeth had not identified housing sites. However, it has now done so and a larger number of dwellings from identified large sites and a smaller proportion from large "windfall" sites is predicted. It will be sufficient to meet household growth. It is also based on the careful weighting of needs for housing and employment land. The figures have been revised as master planning work on large sites has progressed. The amount of housing deliverable on certain estate regeneration and other sites is less than originally estimated.

4.9.6. The London Plan was adopted in February 2004. The minimum target for Lambeth, as part of the London wide total, is 28,910 new homes during the period 1997 to 2016. The definition of homes includes not just additional dwellings but also additions to the housing supply arising from bringing vacant properties back into use and increases arising from non self-contained accommodation as well. These additional sources of housing supply are known as non-conventional capacity.

4.9.7. The figures in the London Plan are based on the GLA's Housing Capacity Study (HCS) carried out in 1999 and published in 2000. The HCS provides a breakdown for estimates of housing capacity arising from three different sources—additional dwellings, vacant properties brought back to use and new non-self-contained accommodation. These figures are divided into 4 five year periods from 1997 to 2016.

4.9.8. The Lambeth UDP figure shown in Table 7 is 20,500 homes for the period 2002 to 2016. This is based on additional dwellings but also includes an allowance for additional supply coming from non-conventional capacity. The HCS figure for the same period (2002-2016) is 22,546 homes.

4.9.9. The difference between the London Plan figures and those of the revised second deposit UDP is accounted for by the difference in the non-conventional capacity figures in the two respective plans. The figure in the HCS for Lambeth for additional dwellings in the period 2002-2016 is 18,271. The equivalent second deposit Lambeth UDP figure for additional dwellings is 19,000 as shown above in Table 7. Therefore the Lambeth UDP target figure for additional dwellings is not out of line with that in the London Plan. Non-conventional capacity housing supply is largely not within planning control and the UDP figure has made an allowance of 1,500 reflecting the Council's commitment to reduce the number of vacant properties in the Borough and for other sources of non-conventional housing capacity. The GLA Housing Capacity Study makes an allowance of 525 additional homes coming from vacancies and 3,750 from other sources. However the Council does not consider that there is compelling justification for it to increase its figure for non-conventional housing capacity.

4.9.10. In order to re-assess the robustness of its figures the Council has carried out a review of housing completions in the Borough since 1997. This showed that 2,838 dwellings were completed in the period 1997-2001, whereas the GLA Housing

Capacity Study anticipated that 4,940 additional dwellings would be completed in this period. The past completion rate has in fact been lower than that indicated in the revised second deposit UDP. However, it is anticipated that the rate of completions will increase in the future when major proposals such as those on housing estates come through the development pipeline and that the effects of the positive approach to housing development in the UDP take effect.

4.9.11. The housing capacity figures in the London Plan are under review and they will be revised. The GLA is carrying out an update London-wide Housing Capacity Study in conjunction with Boroughs using a different methodology from that used in the previous HCS. The new figures will be the subject of agreement between the GLA and the Boroughs and the GLA will amend the London Plan accordingly.

4.9.12. Lambeth is committed to reducing its large numbers of empty properties and has flexible planning policies and an Empty Property Strategy to help bring them back into use. They are now included within the allocation levels in line with Government policy. The effectiveness of a strategy will be monitored.

4.9.13. The policy makes it clear that housing is permitted on all appropriate sites unless the plan states otherwise. The suitable development of non-protected sites for housing, such as garages, car parks, retail warehousing and redundant offices is therefore encouraged. The exception is where there are realistic proposals for community uses meeting local shortages (realistic means where the proposal has a properly funded business plan).

4.9.14. The mix of dwellings proposed by developers in Lambeth has varied enormously at different stages of the housing market. Government policy is clear that a mix of housing types, to encourage mixed and balanced communities, should be required. In parts of Lambeth there is a predominance of one type of housing and a greater mix is to be encouraged. Half of new households will be more than single person. However many single person households will require 2 bedroom or larger premises (e.g. when they care for children part of the week). Developments should therefore avoid a predominance of a limited range of sizes of dwelling.

4.9.15. The achievement of housing provision levels will not be effective if existing permanent housing is lost. Similarly, if existing affordable housing is lost to non-affordable forms. The policy also covers various forms of temporary accommodation that require permission in London<sup>5</sup>.

4.9.16. Affordable housing is wider than that just within the C3 (dwelling) use class. It can include student and nurse hostels, sheltered housing and properties in multiple paying occupancy, and the policy covers all of these (provided they also meet the definition of affordable housing at para 4.9.11a. in terms of cost). Where affordable housing, such as hostels, is linked to an existing institution which is being relocated, the affordable housing can be replaced by housing at the new institution. The plan recognises that some residential accommodation that is not self-contained, including properties in multiple paying occupation (PMPOs)<sup>6</sup>, meets an identified need for relatively affordable accommodation and facilitates mobility of labour. The upgrading

<sup>5</sup> Temporary sleeping accommodation as defined in GLC (General Powers Act) 1973 (as amended) and time sharing as defined in GLC (General Powers) Act 1984. The use of residential accommodation for temporary sleeping accommodation occupied by the same person for less than 90 consecutive nights or for time shares where a number of people each have the right to occupy a property for a set period of time each year is a material change of use requiring planning permission.

<sup>6</sup> A property in Multiple Paying Occupation (PMPO) is defined as a property in residential use which is intrinsically non-transient and/or permanent/semi-permanent, containing a number of separate households and/or individuals living independently of each other, with some shared facilities, but in non-self contained units.

of such properties is a major priority of the Council. In line with the policy, in some cases the self-containment of a small proportion of units within a PMPO may be permitted where it results in the upgrading of the remainder of units, unless the property is incapable of meeting modern standards. The loss to other forms of affordable housing is acceptable. In some cases there may be a need for a smaller number of larger units.

## **Policy 16 Affordable Housing**

~~The maximum reasonable proportion of affordable housing will be sought and secured from housing developments of appropriate size and suitability, having regard to the need to promote a mix and diversity of residential development in the borough, the economics of provision and a minimum target of 8,200 net additional affordable completions between 2002 and 2016 (approximately 550 per year):~~

~~(a) Site Size – this policy applies to sites and buildings capable of providing 10 or more units gross, or 0.1 Ha or more in size (irrespective of the number of units). The artificial subdivision or phasing of sites with the effect of circumventing this policy will not be permitted.~~

~~(b) Level of Provision – 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 (or pro-rata) unless it is demonstrated and independently validated that a scheme would not be economically viable unless there is a lower level of provision, having regard to transport and other significant planning obligations necessary for the scheme to go ahead and the level of subsidy to the affordable housing proposed by the developer.~~

~~(c) Housing Type and Availability – Affordable housing should be permanently available to borough residents and where possible should contribute towards meeting the full spectrum of affordable housing needs, with units remaining as affordable to both initial and subsequent occupiers. Typically 70% of the affordable units should be affordable to people on low incomes who cannot afford general market housing, and 30% should be intermediate housing for people on moderate incomes to buy or rent at below market value. Higher proportions of intermediate housing are appropriate where higher density proposals are acceptable or where there is an existing high concentration of social housing.~~

~~Affordable housing will be deemed to be permanently available where: it is secured through a suitable section 106 obligation; is initially transferred to an RSL; and, in the case of shared ownership units, not more than 75% of the equity can be acquired by the occupier, where feasible. Housing will be treated as affordable to people on low incomes who cannot afford general market housing if it meets the definition of affordability in para 4.9.18.~~

**A range of unit sizes of affordable housing should be provided, having regard to local circumstances, site characteristics, and the aims of the borough's annual Housing Strategy. The affordable element should be demonstrated as being capable of being built as such without further design amendment, be available for occupation at the same time, or sooner, as other elements, and be distributed through different parts of a site. The tenure of different elements of a scheme should not be apparent from the siting, appearance or layout.**

**(d) On and Off-Site Provision - affordable housing required by this policy should be provided 'in-situ'. Off-site 'provision-in-lieu' will only be permitted where the configuration of the buildings, or the amenities and services of the proposed buildings are not suitable for those in housing need. Off-site locations should provide their own affordable housing element as well as the element that is generated on the proposal site.**

~~**(e) Affordable Housing Priority Sites – the loss, on previously developed land, of uses protected by other plan policies may be permitted, providing that this is to be developed solely for affordable housing (on all sites regardless of size). This does not apply to: designated KIBAs (other than those identified as mixed-use employment areas); community facilities serving a need which are not being adequately replaced; pubs of architectural interest; units in the core of town centres; listed buildings in their original use; modern units; sites necessary for environmentally acceptable neighbouring firms to expand; or to actively occupied sites (unless the occupier is successfully relocated locally).**~~

~~**An element of general market housing may be appropriate where it is independently validated that this is necessary to provide net additional affordable housing through cross-subsidy or it is necessary to secure a mixed and balanced community on larger sites.**~~

~~**(f) Key Worker Housing – where more than 15% of the affordable units are proposed as 'key worker housing' (one type of intermediate housing), in order to be acceptable the proposal should:**~~

~~**(i) Be for, and involve the support and participation of, named employees of key public services experiencing, and providing evidence of, problems of recruitment and/or retention;**~~

~~**(ii) Be on a site highly accessible by walking or public transport to the place of work;**~~

~~**(iii) Have a need for the employees to live close to their place of work (e.g. shift work);**~~

~~**(iv) Secure the units as affordable in perpetuity; and**~~

~~**(v) Be complementary to proposals for housing for those in priority need, including a significant element of such housing – except on smaller sites (below the threshold in (A) above) particularly well suited for key worker housing.**~~

4.9.17. The Mayor of London appointed a housing commission, which published its report 'Homes for a World City' at the end of 2000. This estimated that there was a need for 28,000 affordable houses in London each year. Lambeth's Housing Needs Survey 2003 indicates that 93% of households currently living in unsuitable housing and 57% of newly arising households cannot afford market housing. This is due to high house prices and comparatively low incomes in the borough. Overall, the survey concluded that there was a shortfall of 3050 affordable dwellings per year in Lambeth.

4.9.18. Affordable housing is defined in Circular 6/98 as including both low cost market and subsidised housing. Housing will only be considered "affordable", however, by reference to the relationship between local income levels and house prices or rents for different types of households, as calculated and published from time to time by the Council. Low cost/discounted market housing is unlikely to be affordable in this context.



4.9.19. The definition does not imply regulation of housing association rents and is entirely neutral of tenure, as any tenure falling within the definition will be regarded as affordable. RPG3 recognises however, that *"boroughs may find this need can only be realistically met through the promotion of subsidised housing (whether in the public or private sector)"* (para. 4.19); Lambeth falls into this category. It is accepted that 'typical' outgoings for some specialist forms of accommodation may be, out of necessity, higher than normal, e.g. key worker housing/homeless persons accommodation. To meet the definition, housing must be affordable in perpetuity, i.e. to both initial and subsequent occupiers. The involvement of a registered social landlord is considered sufficient to meet this test.

4.9.20. Lambeth's Housing Strategy Statement 2003/06 has been jointly prepared with the new plan and the two have been closely interrelated – particularly over the issue of housing need. The Mayor's Housing Commission recommended that the Mayor's Spatial Development Strategy should seek at least 50% of total new residential development for affordable housing and this has been carried forward into the London Plan. Research for the Greater London Authority by Three Dragons/Nottingham Trent University in 2001 found that in most boroughs (including Lambeth) a target of 50% was viable. Hence the plan adopts this figure. The borough will, and developers should, use the Three Dragons/NTU/GLA affordable housing viability model (or such other model as may be approved in SPG) to assess cases where a lower than 50% level of affordable provision is proposed. Developers must provide full valuation evidence if they assert that a particular level of affordable housing is unviable.

4.9.21. The assessment of the target for affordable housing over the plan period has been made by calculating the proportion of affordable housing that can be secured on a sample of sites within the Lambeth Housing Provision Study, as part of the independent viability assessment of its affordable housing policies.

4.9.22. The large majority of the sites that come forward for development in this borough are below the 15 dwelling threshold set by Circular 06/98 as the threshold for providing affordable housing. The Lambeth Housing Provision Survey has found that large sites alone will not be able to satisfy the full housing need. Furthermore, the Mayor's Housing Commission recommended that the threshold be lowered to 10 or even lower and this more flexible approach was included in the draft revisions to PPG3 – Housing, published in 2003).

4.9.23. On most housing sites, there will be no reason why affordable housing could not be provided as part of the development. Failure to do so could justify refusal of planning permission. It will only be where, for example, a flatted development cannot reasonably be divided into affordable housing units, or where high service charges in a scheme make units unaffordable that off-site provision may be considered. Off-site locations should provide their own affordable housing element as well as the element that is generated on the proposal site. Planning obligations will be required to ensure the affordable housing is permanently-secured at that off-site location and to prevent occupation of the market housing on the main proposal site until the affordable housing is completed and transferred to an RSL.

4.9.24. Payments in lieu will only exceptionally be considered. Where payments are made, they will be spent on schemes which genuinely provide housing which is additional to that which would otherwise be provided, in the first instance in the locality, following consultation with the relevant area forum. However if no sites become available within a fixed time then the funding will become part of a ringfenced borough-wide fund. This could include providing 'top-up' funding towards the

purchase of high cost sites for which housing corporation funding would not be sufficient. Payments may also be used to bring long-term vacant housing (10 years or more) back into use.

4.9.25. Given that Lambeth's housing needs are amongst the highest in the country, there is a very strong case for increasing the priority given to affordable housing in the new plan. Lambeth is adopting the approach of other boroughs which make special exceptions for developments solely of affordable housing. However, the policy has the flexibility to recognise that on larger sites it may be appropriate to relax the requirement for development to be exclusively affordable housing, as market housing on these sites may be necessary to cross subsidise the affordable housing (and where the level of subsidy will be adjusted accordingly). These sites are called Affordable Housing Priority Sites. This policy operates on sites of all sizes for those uses which the plan normally protects (e.g. employment sites, community facilities), but where under limited circumstances housing will be permitted. Then, unless otherwise stated, the only acceptable alternative use, and the only use with a higher priority than the protected use, would be affordable housing. It prioritises the release of sites to meet the uses in greatest need. This approach reflects the advice given in circular 06/98 that "land for housing should be released on the basis that it will meet the housing needs that actually exist in the plan area". It is needed because application of the remainder of the policy alone will only fulfil a small proportion of identified need. As many of the affected sites are small and are within the existing residential fabric, the operation of such a policy may be the only way to achieve mixed and balanced communities with sufficient affordable housing.

4.9.26. Supporting uses for affordable housing i.e. open space, mixed uses and community facilities, may also be permitted.

4.9.27. Lambeth, like most Central London boroughs, has a concentration of major public institutions serving the capital such as the major teaching hospitals. Whilst these have a critical requirement for housing for their staff, this need should not be satisfied at the expense of exacerbating other housing problems, such as providing less housing to help solve the problems of homelessness. Although some workers may need to live close to their place of work (e.g. night shift public sector workers) this will not apply to all. Certain higher density sites may be more suitable for a higher proportion of smaller 'intermediate' units than for larger units for people on low incomes. Similarly, there may be a case for a higher proportion of 'intermediate' units in areas with a high concentration of social housing in order to promote mixed and balanced communities. Other sites may be more suitable for a higher proportion of other forms of affordable housing.

4.9.28. Schemes should help meet need for a mix of types of dwelling. In terms of the mix of dwellings provided in social rented housing, schemes should help to alleviate the substantial shortage of larger family dwellings in the Borough. Early discussions are essential to ensure that schemes meet such needs and can be delivered, particularly where the affordable housing is to be provided by a Registered Social Landlord (RSL) or grant funding is needed. The designs should meet Housing Corporation Scheme Development Standards to be funded. Housing Corporation funding will usually go to the preferred RSL partner to that part of the Borough. They may consider exceptions where there are established partnership arrangements between an RSL and a developer which achieve the same objectives without undermining Lambeth's Housing Strategy (in line with the good practice guide on joint commissioning). This will not apply where a scheme is to be built without social housing grant. It is therefore essential for schemes to be designed in conjunction with the preferred RSL (or any other RSL where this has registration for that site or for non

SHG schemes) to ensure that the affordable housing element can be delivered, it is suitable for those in priority need<sup>7</sup>, and for evidence of this to be provided. Where there is no clear mechanism whereby affordable housing can be delivered with that design, planning permission is unlikely to be granted.

4.9.29. Although it is Council's preference that housing remains affordable in perpetuity, the restriction to 75% equity in a shared ownership scheme is not always practical. For example, it is not possible to impose such a restriction if Housing Corporation funding is required by either a Registered Social Landlord or Unregistered Body (approved by the Housing Corporation) to finance the provision of the shared ownership accommodation. Therefore there is a need for flexibility in cases where an upper cap on staircasing is not feasible, providing the shared ownership provider makes reasonable endeavours to repurchase a unit when the shared ownership occupier wishes to sell and has acquired 100% of the equity. The latter will require the inclusion of appropriate provisions within the shared ownership lease so as to allow the shared ownership provider to repurchase in such instances.

## **Policy 17 Flat Conversions**

***(a) Minimum Size – The conversion of dwellings into flats will be permitted where the property has an original, pre-1948, (un-extended) floor area of at least 120m<sup>2</sup>. Conversion of a listed building will not be permitted where it would affect its character as a building of special architectural or historical interest. Conversions are not permitted where works would adversely affect the character or appearance of a conservation area.***

***(b) Extensions as Part of Conversions – Flat conversion schemes should avoid large extensions to increase habitable floor-space, particularly at roof level, where this is for the primary purpose of increasing the number of units to be provided.***

***(c) Number and Mix of Flats and Provision of Gardens - Conversions should include a full mix of unit sizes wherever this is practical whilst complying with the rest of this policy. Where the dwelling to be converted has a rear garden, then family unit(s) (two or more bedrooms) on the ground floor/semi-basement floor should be included, with direct access to the garden. Over-intensive conversion schemes will be resisted. Basement excavations, the subdivision of existing flats and of floors between flat units will be permitted only where the size and layout of units is satisfactory, and units have satisfactory light. No units should have a solely north facing aspect or include wholly internal kitchens or kitchen areas.***

***(d) Quality of Flat Conversions – Conversions should provide an acceptable standard of accommodation to future residents and not have a negative visual impact on the street. In addition:***

- (i) Noise transmission should be minimised through the handing and stacking of similar types of rooms;***
- (ii) They should, where practicable, be designed to be accessible to disabled persons, unless the property has a lower ground floor level;***

<sup>7</sup> 'Priority need' as defined by Section 59 of the Housing Act 1985 is principally as where the applicant, or person who might reasonably be expected to reside with them, has dependent children, is pregnant, or is vulnerable through mental or physical illness, disability or old age.

- (iii) ***Shared corridor access should be safe, internal and convenient. Units should be self-contained unless the policy on shared housing (Policy 18) is met;***
  - (iv) ***Where practical, secure cycle storage should be provided;***
  - (v) ***Where possible, rear gardens should be retained or provided, without subdivision;***
  - (vi) ***Rooms should be of an appropriate size; and***
  - (vii) ***Plans should, involve minimal intervention to the internal structure and plan form of the building (especially for historic buildings), unless existing room divisions are excessively large and/or incapable of effective conversions, and include full details of external alterations.***
- (e) *Parking Stress – Where conversions to two or more units are proposed in areas of severe parking stress, Policy 14 (e) will apply.***

4.9.30. ~~The conversion of existing houses into two or more flats is an important means of increasing the number of dwellings in the borough and can also make a valuable contribution to the rehabilitation of the housing stock. The broad approach of the plan, therefore, is to encourage conversion activity provided the property is large enough, the units created form satisfactory dwellings and the scheme provides a range of unit sizes. The plan protects small purpose built family dwellings. Although the number of non single person households is predicted to decline, they will still outnumber one person households. The plan therefore still sees merit in retaining small purpose built houses and flats in order to retain mixed and balanced communities with a variety of housing sizes.~~

4.9.31. Policies relating to restricting parking and controlling on-street parking, especially in areas of severe parking stress apply, as conversions can add to parking demand in areas with limited available kerbside space. The principle of 'car capping', within Controlled Parking Zones preventing the developer, or subsequent purchasers/occupiers of the property from purchasing residential parking permits for any vehicle they may own (permits are capped at one per original property) is supported. The definition of severe parking stress will be included in a Parking Plan and Parking Policy being produced by Lambeth's Highways Department which will be adopted as Supplementary Planning Guidance.

4.9.32. To ensure that conversions provide an acceptable standard of accommodation for future residents, rooms should be of an appropriate size, having regard to relevant Supplementary Planning Guidance.

**Definition of Original Floor Area** — ~~This is calculated so as to exclude any extensions, garages (including converted garages) or loft conversions to the original (i.e. pre 1948 unextended) property. The calculation excludes the area of outside walls but includes inside walls, partitions, cupboards and chimney breasts. Only the floor space of rooms with an existing headroom of at least 2m is counted.~~

## **Policy 18 Shared Housing and Supported Housing**

### **(a) *Location and Suitability of Premises for Client Group***

***Hostel accommodation, other shared housing (including properties in multiple paying occupation (PMPOs) and C2 uses), supported housing and day centres (including extensions to existing facilities) should:***

- (i) *For conversions (including PMPOs) have a minimum original pre-1948 (un-extended) floor area of at least 150m<sup>2</sup>;*
- (ii) *Be located in or adjoining town centres, or in residential areas with easy access to local services and good or better public transport accessibility;*
- (iii) *Not result in:*

- *Over-intensive development (levels of local parking stress and parking provision will be taken into consideration);*
- *Over-concentration of facilities or accommodation;*
- *Excessive numbers of those in care such as to harm residential amenity; or*
- *Unacceptable pressure on local health and/or social services.*

*Generally, such uses should be located at least 150m from similar premises;*

- (iv) *Not have a proposed client group which would unacceptably harm residential amenity, unless this can be controlled through management measures submitted with, and secured, as part of the application;*
- (v) *For supported housing and day centres the site should have suitable access for any necessary ambulances and/or minibuses;*
- (vi) *Have access to local shopping/public transport facilities within 400m (without gradients greater than 1:12 on the route to the site) other than for a client group totally dependent on carers; or*
- (vii) *Where appropriate, have adequate amenity areas for families with children.*

*Conditions will be imposed restricting development to the client group applied for.*

#### **(b) Hostels**

*Hostels should not result in loss of permanent residential accommodation. Hostels that meet a need for the facility will be restricted by condition to that type of hostel. Purpose-built student/worker hostels should be located at or close to the institution they serve, or with easy public transport access to it.*

#### **(c) Sharing of Facilities**

*Shared facilities should be close to the units they serve. The number of units sharing a facility (e.g. bathrooms, toilets and kitchens) or accessed from a single corridor will be carefully considered and limited where appropriate.*

#### **(d) Gypsy/Travellers Site**

*The need for gypsy/traveller accommodation will continue to be met through the site at Streatham Vale.*

4.9.33. The greater emphasis on community care for disabled and elderly people and children in need, whereby they are moved from large institutions to smaller scale residential accommodation within the community, has contributed to a trend of applications for supported housing (previously called special needs housing) and day-care provision.

4.9.34. Supported housing refers to housing with care for those who are unable to live independently in their own homes. The level of care can vary from 24-hour residential care (such as in a nursing home) to an officer calling in on a regular basis (for example, supported housing provided by a housing association.) As long as there are more than six occupants and care is provided, this type of housing falls within use class C2 (residential institution) along with hospitals and residential schools and colleges, even if units are fully self-contained. If there are six or less occupants (with or without care) then the dwelling falls within use class C3 (dwelling). This section excludes non-supervised HMOs and non-self-contained hostel provision (including that for young single homeless, refugees and students) which are separate uses. The policy also covers non-residential day-centres for those with special needs.

4.9.35. For people living in hostels and supported housing and their visitors, proximity and safe and convenient access to local facilities and public transport are important. A location which requires people to cross busy main roads to reach these facilities would be unacceptable. Proximity to local shops and services is of particular importance to the elderly and to people with mobility difficulties who are still sufficiently mobile to make use of these facilities. Some developments that rely on coach and mini-bus movements will be permissible only where their location allows for satisfactory access arrangements to cater for these vehicles.

4.9.36. Two issues are clarified which are frequently mentioned as objections:

- Fear of Crime; Public perception of harm has been held by the Courts to be a material planning consideration where there is clear evidence that harm will be caused.
- Level of Care Inside the Facility; This cannot be considered material in planning terms where this relates to the care of residents, rather than the management of impact on residential amenity. Residential homes in the borough are monitored by Social Services, and nursing homes by the Health Authority. Other forms of supported housing in the borough are regulated internally or through meeting the criteria by which they get their funding. Therefore it would not be appropriate for the borough to dictate any particular level of care – such as 24-hour supervision – unless there are exceptional grounds to do so and this is not regulated by other means. However such management agreements should be submitted with and secured as part of planning applications which consider, for example, management of activity on the street. Improved links between Planning and Social Services are ensuring that the nature of the supported housing development (including the level of care) is submitted with the planning application, which in many cases will help calm public fears.

4.9.37. Most new dwellings created through new-build or conversion will be self-contained in terms of facilities. In the future, developments of 'co-housing' or similar, where some facilities are shared may become as popular as they are elsewhere in the world. However, it is essential that these have high standards of accommodation, otherwise they will be treated as hostel accommodation.

## 4.10. Creating Interesting and Varied Places

### **Policy 19 Active Frontage Uses**

*Development in town centres, local centres, along the main pedestrian routes in the Waterloo Visitor Management Area, the Thames Policy Area, and elsewhere where it would promote urban vitality and/or regeneration, should have uses with active frontages open to the public. Uses within Classes A and D would be appropriate as would other publicly accessible uses with significant ground floor window display and entrance at ground floor level. All street frontage buildings in these locations should have uses, frontages and entrances oriented towards the street.*

*As an exception, where units on the edge of town centres or in local centres or isolated shops are demonstrated to be non-viable, then loss is acceptable.*

4.10.1. Making Street frontages 'active' adds interest, safety, life and vitality to the public realm. In addition to the requirement of Policy 31, for buildings to address the street, uses such as shops and cafes should be visible from the outside and, in suitable non-residential locations, should spill out onto the street. The areas designated in the policy are those most suited to uses with active frontages. All mixed uses should meet policies regarding the design of mixed uses (Policy 20) and any special policies relating to the proposed use (e.g. for food and drink uses).

4.10.2. However, there are a number of shopping parades which, because of a reduction in the demand for local shops and services, are no longer essential to meet local shopping needs. In such parades alternative uses will be considered or redevelopment with a smaller number of units providing the same viability tests as for loss of employment sites are applied.

### **Policy 20 Mixed-Use Development**

~~(a) — Where Mixed Use Development is Required — A mix of compatible land uses should be retained and enhanced in the development of all sites in the Central London Activities Zone, the Thames Policy Area, in town centres, and all major sites elsewhere (other than in KIBAs unless designated as mixed-use employment areas).~~

~~(b) — Residential Requirement — In areas specified in (A), in addition to active frontage uses (where required) where an increase of commercial floorspace of greater than 200m<sup>2</sup> is proposed then an equal amount of floorspace of functionally independent residential accommodation with separate access should be provided. The amount of residential floorspace required may be adjusted in individual cases, taking into account the site location, its physical characteristics, existing mixed uses on site which will be retained, the character and function of the area, the need to promote the regeneration of the area, public transport accessibility and the likely impact on sustainability, overall travel patterns and car use.~~

~~This does not apply to cultural and tourist facilities in the Waterloo Visitor Management Area (as shown on the proposals map).~~

~~(c) — Swaps — The exchange of lawful commercial and residential uses between sites in close proximity may be acceptable where it meets the aims of the policy.~~

~~(d) — Design of Mixed-Use Developments — Particular attention will be paid to the design, disposition and servicing of mixed-use developments, which should achieve a satisfactory relationship between individual units and uses in terms of their layout, stacking, and protection of the amenity of adjoining and proposed residents.~~

4.10.3. Government Guidance in the form of Planning Policy Guidance Note 3, paragraph 50, places a responsibility on local authorities to promote developments which combine a mix of land uses. Mixed-use developments enhance the quality of urban areas by ensuring a vital mix of uses, which enhance the richness of experience for those living or working there. Mixed uses can also aid community safety and contribute to other planning objectives such as the provision of housing (including affordable housing) and the achievement of vital and viable town centres, as well as a reduction in the need to travel. The benefit of having a mix of land uses at the neighbourhood scale is that it enables people to walk or cycle to local facilities and encourages people to live and work locally. In a neighbourhood with a mix of uses, not every building will have more than one use: quiet, single-use residential streets still have a key role and are protected by the plan's policy. In streets requiring or having a mixed-use character, however, the argument that later developments will provide the necessary mix could be applied too often. Uses should be appropriate to the function and character of the area.

4.10.4. Diversity inevitably brings some conflict. In many cases this conflict can be designed out. Not all mixes are appropriate — not everyone wants to live next to industrial uses, and the scale, intensity and concentration of some uses in Central London and town centres have caused problems.

4.10.5. Vitality and viability is lost when housing is not part of the mix. It enables activity to be stretched beyond office and shopping hours and supports a wider range of shops and local facilities.

4.10.6. The distinctive nature of Central London and of Lambeth's riverside and town centres, recognised and supported by government guidance, is that of mixed-use neighbourhoods with a high proportion of residential accommodation. New housing in these areas will offer unique access to a range of employment, leisure and other opportunities. This mixed-use character should be retained and enhanced in terms of both the number of existing uses and the floorspace in those uses. The policy ensures that the overall balance of uses will enhance the character and function of these localities. Each case will be considered in its local context as the character of Lambeth varies from street to street.

4.10.7. Where public transport improvements in the form of significant additional facilities (such as additional access points or enlarged station facilities) are provided, these will also be considered as a secondary use meeting the aims of the policy. Also where large developments of a public or institutional nature contain within them significant ancillary activities which reduce the need to travel (e.g. gift shops and cafes) these can also be said to satisfy the policy, providing the development as a whole complements the mix of uses in the area. It is recognised that the exact mix and proportion of uses will vary in different locations and that, in some circumstances residential accommodation may not be appropriate.



~~4.10.8. There are occasions where the transfer of uses between buildings offers a better disposition of uses. The policy supports this where it meets the aims of the policy. Swaps should not be used as a means of avoiding the provision of residential use where it is appropriate to do so. Every effort should be made to maximise the quality and quantity of housing.~~

## **4.11. Opportunities to Work**

4.11.1. Policies 21 to 23 provide guidance on the safeguarding and protection of employment land and buildings in different circumstances. They apply separately in their own right. Policy 21 applies to offices, Policy 22 to KIBAs and Policy 23 to the location of other employment uses.

### **Policy 21 Location and Loss of Offices**

#### ~~**(a) Office Development**~~

~~**The development, extension or refurbishment for large-scale offices will only be permitted in:**~~

- ~~**(i) The Waterloo Office Regeneration Area, on the Albert Embankment (south of Lambeth Bridge) and on sites in and around Vauxhall Cross outside predominantly residential areas; or**~~
- ~~**(ii) Major town centres (Brixton and Streatham).**~~

~~**Elsewhere, large-scale offices will not be permitted.**~~

**In considering large-scale office development:**

- (iia) Regard will be had to public transport capacity. Proposals that would exceed the capacity of existing, or firmly proposed improvements to public transport infrastructure will be resisted. Applicants will be required to provide an independent assessment of the impact of developments on public transport services;**
- (iib) If there is clear evidence of a surplus of supply in the office development pipeline, then evidence of demand for the proposal should be supplied;**
- (iic) Regard will be had to the design requirements of occupiers requiring large footplate buildings;**
- (iia) Proposals should include an element of small office suites on site or in the vicinity, except for sites in the Waterloo Office Regeneration Area. A significant element will be required where the existing site includes small office suites or where an alternative permission exists, or is proposed for a site, which includes small units;**
- (iie) Proposals should regenerate and benefit overall local communities, so that the potential disbenefits to the local community (in terms of traffic, congestion, increased pedestrian activity etc.) are outweighed in planning terms by the benefits (including jobs, access to employment, contributing towards mixed uses, improvements to the site and area, improved transport, etc.).**

**In considering what constitutes large-scale office development, regard will be had to the relationship of the site to adjoining properties, the size and nature of the development, the physical constraints of the site and surrounding buildings, and the scale and character of the surrounding area. Development**

**over 1,000m<sup>2</sup> will be regarded as constituting large-scale office development irrespective of location.**

**Smaller scale offices will be permitted where they are appropriate to the character and the function of the area and if they are:**

- (iif) In district centres; or**
- (iig) In the Central London Activities Zone and are essential at that location to support the operation of central London activities (e.g. essential ancillary cultural offices on the South Bank); or**
- (iih) In local centres with good, very good or exceptional public transport accessibility; or**
- (iii) In a Key Industrial & Business Area; or**
- (iij) On sites previously or currently used for employment purposes appropriate in scale to the character and public transport accessibility of the area; or**
- (iik) Schemes of less than 200m<sup>2</sup> as part of a mixed-use development.**

**(b) Surplus Offices**

**The conversion to other uses of surplus offices outside Key Industrial and Business Areas is permitted.**

**Small office units are protected in Brixton town centre (unless these are longstanding vacant space above shops). The loss of office units above shops to other uses is permitted in Streatham/Streatham Hill town centre.**

4.11.2. Over 100,000 people are employed in Lambeth, the ninth highest number in London. It is estimated that a quarter of these jobs are taken by Lambeth residents. Lambeth's main area of private sector employment is in the north of the borough in the South Bank, Waterloo and Vauxhall areas, which saw a growth in offices in the post war period. It became an area for public administration with the proximity to parliament and the GLC, however with the GLC's closure this declined and by the end of the 1980s there was significant vacant office floorspace. Some of this was converted or redeveloped for housing (such as the White House). In recent years there has been renewed interest in office development in Vauxhall and Waterloo, with a dramatic decline in the amount of vacant floorspace as offices have been temporarily refurbished with the intention in the medium-term of redevelopment. A number of the borough's town centres are also centres for offices, particularly the public administration offices in Brixton. These areas contain major arts, cultural and entertainment venues, identified as key drivers of the London economy over the coming years. Other areas of the borough, notably Brixton, Clapham and Streatham also have a base in leisure and entertainment as well as retail uses and have potential for increased investment.

4.11.3. At present Lambeth's economy is made up largely of small businesses. Although it has no major industrial estates Lambeth has many, mostly small employment premises, and quite a few small industrial estates. However, global, national and regional trends over the past 25 years, led to the loss of much of this manufacturing base. Vauxhall remains a popular area for manufacturing and services operators requiring affordable premises with easy access to Central London. The borough economy is now dominated by the service sector. At the same time the borough continues to have a rate of unemployment higher than the London and national average, a lower than average rate of entrepreneurship and, despite this, many unfilled vacancies.

4.11.4. A study for Lambeth by consultants GVA Grimley has confirmed this comparative weakness in Lambeth's economy. Lambeth has below average economic growth relative to London as a whole – but this difference will level off in the future – resulting in a relative improvement. Key sectors likely to see above average growth over the next decade are: other (mainly public) services; Financial and Business; Transport and Communications; and Construction. The strategy of the London Development Agency is to promote growth in sectors such as these.

4.11.5. With the decline in traditional manufacturing employment, the future of office and service sector employment is critical. The study found that with increasing productivity and use of floorspace, demand for office space in Lambeth is expected to decline in absolute terms over the next decade on a do-nothing 'baseline' forecast. By contrast, if Lambeth were to actively promote offices then on a 'regeneration' forecast the demand for office space is expected to increase by possibly 10%. The London Office Review Panel has found that the amount of office floorspace in London available for occupation has fallen significantly over the last decade as surplus space has been converted to other uses. There is planning permission to meet this demand but lack of investment for construction for ready occupiers. What this means is that the potential 'superleague' office occupiers, for example international banks, which have specific requirements for large footprint buildings have a lack of choice and investment may be lost to other cities. Although this demand is at a short-term economic peak research for the City of London that demand is likely to significantly increase from this quarter over the next 30 years. The GVA Grimley report suggests that the nature and form of demand for office space in Lambeth would mean that the provision of large scale and large floorplate developments in the Waterloo and Vauxhall areas would be sustainable. This would also be in line with the government and the Mayors policies to see a growth in major office accommodation in the London South-Central area.

4.11.6. The new plan does not make any specific predictions about the likely demand for office space and hence does not propose any particular scale of office development. What it does do is have flexibility to respond to that demand with a focus on Lambeth capturing a much greater proportion of development for large scale 'superleague' tenants where the largest job creation opportunities will occur. In this way, the plan will ensure that the supply of office provision, both in terms of the quantum and type of floorspace, meets modern international, national, regional, metropolitan and more local business requirements in the light of regular, authoritative monitoring of the demand and supply relationship. Lambeth will use the findings of the London Office Review Panel to ensure that there is no risk of oversupply in the London office pipeline (that is schemes granted permission or under construction) and consequent un-occupation of speculative proposals.

~~4.11.7. The plan recognises that not all parts of Central London will be suitable for large scale offices. Part of the Albert Embankment has this character. Parts of Vauxhall Cross have the sites and public transport necessary to support large scale development. In Waterloo an 'Office Regeneration Area' is designated. In the area around York Road and Waterloo Station, there is an amount of office stock now coming to the end of its useful life, together with a number of vacant gap sites and sites above the station with the potential for air rights development. The redevelopment and bringing back into office use of these sites should restore the amount of employment in these areas to close to what it was before the closure of the GLC and should see a consequent boost to struggling local shops and services. There are no proposals to significantly increase the proportion of land in Waterloo given over to offices or to redevelop other uses at ground floor level for offices. Elsewhere in the north of the borough large offices are resisted in line with long~~

~~established and well proven policies to protect the residential character of this area and to promote more housing. More details are given in the special section on Waterloo. Smaller scale offices may be acceptable if the scale of the proposal is appropriate to the public transport accessibility and character of the area; if not, then office use will be resisted.~~

4.11.8. The GVA Grimley report (June 2001) also found that small office units need to be retained and encouraged in Lambeth. Start-up rates in the borough are relatively healthy compared to other areas, but retention rates are not as good. Small offices are given to prevent large office schemes crowding out small office units. Ideally, the accesses and service cores of offices should be designed to make conversion to small offices easier.

4.11.9. There has been conversion of surplus office accommodation in Lambeth, but not on the scale of other Boroughs. It is not possible to predict what types of office buildings will no longer be suitable for continued office use or redevelopment over the 15 year lifetime of the plan. It therefore makes sense to have a policy flexible enough to take account of changing circumstances, testing the demand for continued office use. To meet the test of being surplus in the policy there is a requirement for marketing evidence (including for redevelopment) as required for other employment sites (see Policy 23), although at times when there is significant oversupply of office space evidence of similar buildings lying vacant in the area will suffice. In cases where there is demand for part but not demand for a whole building retention of some floor space in office use (such as small office suites) is required.

4.11.10. There is great pressure to convert office accommodation (A2 and B1) above shops to residential. This can be a beneficial way of providing housing and can breathe life into town centres. In Streatham the scale of surplus space is such that there is little purpose in asking for marketing evidence. By contrast, in Brixton the demand from small business and the voluntary sector is such that a strict policy of protection is necessary.

4.11.11. In some cases developers have sought flexible permissions for residential and office uses 'in the alternative' where the development can be built, or converted, to one or the other without further permission, to take into account this uncertainty<sup>8</sup>. Such permissions will not count as the residential component of mixed-use schemes where used as offices.

## **~~Policy 22 — Key Industrial and Business Areas<sup>9</sup>~~**

**~~Key Industrial and Business Areas (KIBAs) are safeguarded for B Class Uses (business, industrial, warehousing) and other uses falling outside a use class and commonly found in industrial areas (e.g. artists studios/rehearsal areas and galleries; haulage; employment training; bus garages & telecommunications).~~**

<sup>8</sup> Under the GPDO 95 Schedule II Part 3 Class E.

<sup>9</sup> ~~'Work-live' development, which meets the criteria in Policy 24, can be suitable in Mixed Use Employment Areas, and the work element can be counted as employment floorspace for the purposes of the 50% requirement in Policy 22. 'Live-work' development, which does not meet the criteria in Policy 24 for 'Work-live' development, can also be acceptable in Mixed Use Employment Areas – as part of the residential component – but its 'work' element would not be considered in terms of the 50% employment requirement. Both 'Work-live' and 'Live-work' development would only be acceptable if the location where it is proposed is also suitable for permanent residential accommodation, in terms of surrounding land uses and the local environment.'~~

~~Development in these areas – which protects and improves land in employment use and increases employment levels, will be encouraged, as will measures to improve access to employment, – such as the creation of small business incubator units.~~

~~Parts of KIBAs have MDOs (as shown on the Proposals Map); that are listed as Mixed Use Employment Areas and described under area headings in section B of the Plan. Here some residential and other non-employment uses are acceptable on appropriate parts of the site. The overall development, however, should be predominantly employment-based, incorporating the maximum feasible amount of employment development – either at least 50% of the site area or 50% of the replacement floorspace should be B1/B2/B8, including the work element of any work-live scheme, unless otherwise specified in the MDO. A lower proportion will be considered for schemes predominantly of affordable housing. The scheme should include improved access for the employment uses, separate, as far as possible, from the residential access.~~

~~In addition, in limited circumstances, development of sites or use of buildings in KIBAs for school purposes may be acceptable if:~~

- ~~(i) — No other suitable site is available in terms of size and location;~~
- ~~(ii) — The site is readily accessible;~~
- ~~(iii) — The use would be compatible with adjoining commercial uses and those in the wider area;~~
- ~~(iv) — The use of the site would not have an unacceptable impact on the supply of industrial land; and~~
- ~~(v) — The location is environmentally suitable for its use.~~

~~4.11.12. There has been a continuing and steady loss of employment sites and floorspace in the borough, with intense pressure for development for other uses. If current trends continue, Lambeth would lose many of its employment sites, particularly in the manufacturing sector, and large parts of the borough would become purely residential. There are growth sectors in the economy that have particular floorspace requirements which are not being met, and lack of suitable local premises could mean that some local businesses are forced to re-locate.~~

~~4.11.13. A borough wide employment land demand study was undertaken as background research for the plan by GVA Grimley (June 2001). This recommended that a limited number of the best employment generating sites in the borough be given enhanced protection through designation as KIBAs. KIBAs are Lambeth's "Locally Significant Industrial Sites" as defined in the Mayor of London's London Plan.~~

~~4.11.14. In these areas there has been little difficulty in attracting such uses, where sites have been properly marketed, and these could cover what would be considered to be a core minimum of land for such uses. They are needed partly to safeguard employment, but also: to maintain a balanced distribution of land uses in the borough available to differing skill levels; to maintain a full range of unit and site sizes to aid inward investment and firm retention; to reduce commuting for boroughs residents who can often more easily access employment in such uses (especially men); and to reduce social exclusion and the need to travel by providing/maintaining incubator units.~~

4.11.15. KIBAs are defined according to the following criteria:

- Those sites and areas best suited for industry and related uses, in terms of their size and location in relation to the road network and residential areas;
- The scale of existing employment;
- Whether it is an estate of modern industrial premises; and
- Areas important as serviced premises for small and medium-sized enterprises.

4.11.16. A number of sites, though meeting the criteria for inclusion, have planning problems such as poor access etc. It is recognised that in some of these cases development for a mix of uses may be the most appropriate way of enabling the employment development. These areas are identified as MDOs on the Proposals Map. The policy also applies to how the principle of affordable housing priority sites operates in KIBAs. Development in KIBAs should still comply with policies on the residential amenities of any nearby occupiers. A special policy in this regard applies to the Norwood Commercial Area.

The Council is carrying out a major programme transforming the quality, range and choice of educational provision for the Borough. This will largely involve extending existing schools or redeveloping schools on existing sites. However, in certain areas there may be difficulties to provide appropriate provision due to the lack of suitably sized sites in the right location to serve the required catchment area. In limited circumstances, therefore, where there are no other alternatives, it may be appropriate to allow the release of sites within KIBAs to meet such specific circumstances where such need cannot be met in any other way and provided it does not unacceptably affect the supply of industrial land and meets the requirement of the policy on development of new schools (Policy 26 (d) and (i)).

## **Policy 23      Protection and Location of other Employment Uses**

### **(a)      Location of Other Employment Uses**

***The provision or extension of light industrial B1 premises for small and medium sized enterprises is permitted providing this is appropriate to the character and function of the area and the premises can be properly serviced without harm to residential amenity.***

***B2/B8 accommodation is not permitted in residential areas. The extension or intensification of existing premises will not be permitted where it would exacerbate or create unacceptable servicing problems or harm to residential amenity.***

### **(b)      Protection of Other Employment Uses**

***Outside KIBAs, where land is or has last been in employment use, loss of floorspace (in particular B1 business use floorspace for small businesses) to non-employment use will not be permitted, unless:***

- (i)      The site is no longer suitable for employment use, having regard to factors such as whether unacceptable environmental problems (which cannot be solved through enforcement powers) are associated with the site, the suitability of means of access, and whether the premises have an unacceptable relationship to surrounding properties; or***

- (ii) *If the site is vacant, it is demonstrated that there is no reasonable prospect in the medium term of re-use or redevelopment to modern standards for an environmentally acceptable employment use (including Work-Live development). Regard will be had to: evidence of a lack of demand for employment premises; the length of time that the premises/site have been appropriately and actively marketed; and the amount and nature of vacant employment floor space and unimplemented, extant planning permissions in the surrounding area. The marketing exercise should include use or development of a smaller part of the site, or as part of a larger development; or*
- (iii) *Exceptionally, where a scheme has substantial other planning benefits and where development of part of a site is compensated by for example, increasing the amount of employment on the remainder and/or providing modern small business units. The scheme should include the maximum feasible proportion of employment floor-space; or*
- (iv) *In Central London, for development of a Key Central London Activity (other than residential), or in or on the edge of a town centre, redevelopment for a town centre use, providing there is compensation for the loss of employment; or*
- (v) *It is a listed building or a building of significant architectural merit which contributes to the character and appearance of a Conservation Area, designed for and reverting to residential use.*

*The only exception to this policy, where none of criteria (i)-(v) need apply, is where the proposal will result in a development solely of affordable housing, and/or a community facility, or for local arts and culture uses for which there is a demonstrable need. This priority exemption does not apply to public houses, units in the core of town centres, listed buildings in their original use, modern units, sites necessary for environmentally acceptable neighbouring firms to expand, or to actively occupied sites (unless the occupier is successfully relocated locally). Active frontage uses (where suitable) are acceptable as part of such schemes.*

*Employment uses are defined as B Class uses, A2 uses (other than in shop premises), artists studios/rehearsal areas and galleries, schools, employment training and all other uses providing significant levels of employment, unless they would be defined in the plan as community facilities.*

*Compensation for loss of employment may include: replacement employment land or floorspace; intensification of uses of existing employment land; and significant planning obligations widening access to employment opportunities.*

*Proposals to sub-divide or re-organise employment sites for employment purposes will be permitted, unless they would unacceptably harm the viability for employment purposes of the remainder of the site – in which case they will be refused.*

4.11.17. Where there is demand for employment uses, and they are suitable for continued employment use, then it is legitimate to have a policy protecting these sites. These employment sites, which are outside KIBAs, are Lambeth's "Other Industrial Sites", as identified in the Mayor of London's London Plan. Developers often claim that such sites have no demand for employment use. The policy's reliance on marketing evidence is justified because a bona fide, open and wide-ranging marketing campaign is considered the most effective way of determining the

suitability of a site for continued employment use. Vacancy alone is not a reliable indicator, as a period of vacancy can be artificially induced by a land owner simply by not renewing a lease to an existing occupier or by driving rental prices up.

4.11.18. Marketing evidence submitted in support of proposals for development of employment generating sites for non-employment uses will be assessed in terms of how open the marketing/advertising campaign was, how wide-ranging it was, how realistic the asking price was, and whether specialists in the particular type of use were used.

4.11.19. Requirements in terms of ensuring the quality of marketing, include:

- (i) Where the results of marketing are not considered adequate, requiring the use of the open tender process in the marketing of the site, i.e.: that the site must have been put up for open tender at a price equitable to prices sought and/or accepted for sites of a similar size and character in the immediate area. This should not be restricted solely to change of use or redevelopment, and sites should not be artificially sub-divided or amalgamated for purposes of marketing; and
- (ii) Written confirmation from existing occupiers, or recently-vacated occupiers, of employment sites that they had been given the option to renew their lease if they so desired (providing they were not in breach of the lease) at a value equivalent to (i).

4.11.20. In terms of the length of time a property has remained vacant, a minimum period of at least one year is considered appropriate. There may be occasions when consideration can be given to allowing a proposal if the site has been vacant for a shorter period of time, when other accompanying information, particularly marketing, is adequate. Marketing is not required where a loss of employment use is acceptable, in whole or part, according to the other criteria of the policy. Open tender marketing is only required where there is insufficient evidence as to the extent and vigour of other forms of marketing.

4.11.21. It should not be presumed that a proposal would automatically be given approval if it will result in the same or greater numbers of jobs than the present or pre-existing use of the site. The replacement jobs provided by a prospective scheme may not represent the best result in terms of accessibility to that employment by disadvantaged local residents, particularly in comparison to the existing occupier. Also the fact that an existing occupier is consolidating within a site or moving does not indicate that the original site could not be effectively marketed for employment use. The aim of the policy is not just to protect existing jobs, but to protect existing land and floorspace, so that other firms in need of premises can use it. With intensification of employment sites, overall employment levels could be maintained with a release of some of them to priority alternative land uses – such as affordable housing. This principle also applies to mixed-use employment areas.

## **Policy 24 Use of Railway Arches**

***Railway arches in industrial or storage use are protected for such uses unless they are proven to be causing significant detriment to residential amenity and/or adverse impact on the highways network. If this is the case, every effort should be made to re-locate those uses to a suitable site locally and to re-introduce more appropriate employment (including industrial) uses.***



***For vacant arches, and where it is demonstrated that existing arches are no longer suitable for continued employment use, a number of uses, including active frontage uses, may also be acceptable, subject to the Plan's other policies. A variety of small business premises and uses should, wherever possible, be provided in groups of arches.***

***In the Central London Activities Zone, town centres and in relevant Major Development Opportunity sites, a more flexible approach towards the use and re-use of railway arches will be adopted. In these areas, the change of use to active frontage uses is encouraged, provided:***

- (i) This will assist in the achievement of the Council's regeneration objectives, and***
- (ii) The change of use would not result in the loss of any existing significant employment generating use that is appropriately located.***

***Proposals to use railway arches for parking use will generally be resisted. Change of use from parking use is permitted.***

***Applications affecting railway arches will be expected to demonstrate how the resultant scheme will improve the immediate environment around the arches, including consideration of aspects such as improved accessibility, safety, servicing and lighting.***

4.11.22. Lambeth contains a number of railway arches, but they are nevertheless a finite and scarce resource. Many of them provide relatively cheap, flexible accommodation for a range of activities which play an essential role in the functioning of the local economy, but which are environmentally intrusive, such as scrap yards and car repair premises. They often pose particular parking needs and become 'bad neighbour' uses because of this and the environmental nuisance they can create.

4.11.23. Arches are increasingly being targeted for more profitable and active uses, particularly around the edges of town centres. The intention of this policy is to seek to retain railway arches in industrial use where they are located away from residential areas, or where disturbance to amenity can be minimised. Arches that are used for other non-industrial uses, but which play an important role within the borough (such as supporting major arts facilities), are also protected, and, when no longer required for these uses, will become subject to the requirements of this policy.

4.11.24. In certain locations, railway arches can very successfully contribute to the regeneration and visual improvement of town centre and edge-of-centre locations, through accommodating active frontage uses. The policy allows such changes of use to be considered. Uses within the A1, A2, A3, D1 and D2 use classes may all be appropriate. Similarly, the policy would allow for a change of use of an arch from industrial use if it can be demonstrated that it is no longer suitable for continued employment use. Criteria (i) and (ii) of Policy 23 will be applied in this assessment. These criteria require a justification for loss of employment use either in terms of environmental, access and adjoining site relationship problems or through a demonstration of vacancy and a marketing campaign for continued employment use.

4.11.25. Government guidance in the form of Planning Policy Guidance Note 4, paragraph 21, gives support to policies such as this, which promote the bringing of under-used or vacant land back into beneficial use. This policy indicates the types of alternative uses which may be appropriate for disused or under-used railway arches.

4.11.26. Conditions of planning approval, and planning obligations, may be used to secure the appropriate redevelopment of railway arches on a development site or nearby.

#### **Policy 25 Work-Live/Live-Work Development**

***Proposals for live-work or work-live development (B1/C3 uses) should be on sites suitable for permanent residential accommodation and will be assessed as follows:***

***(a) Work-live development - where the development comprises principally of employment floorspace with residential accommodation with less than two bedrooms: the work areas shall have separate servicing and be of a design, sufficient size (minimum 60m<sup>2</sup>), and adequate floor loading, to take the full range of B1 uses, including light industry. Such developments are permitted on sites in employment use and KIBAs (Mixed-Use Employment Areas only) providing it would not prejudice the operation of nearby B2 premises and would not result in the loss of modern purpose built industrial units. Employment parking and servicing standards apply. In schemes where a large number of work-units are proposed, a small proportion of small family sized (2 bedroom) work-live units may be permitted, but one bedroom units would be expected to predominate.***

***(b) Where the requirements of (a) are not met then the development will be considered as live-work development, and treated as residential development for planning policy purposes and as a loss of employment when developed in place of previous employment uses. Residential parking and servicing standards apply.***

***Conditions will be applied: preventing walk-in trade; preventing physical subdivision; to ensure that work and residential areas are maintained as such; to ensure that the residential accommodation is only used in association with the work area; that no other persons work there, and that the work areas are maintained in perpetuity. Obligations will be used to remove any future established use rights of residential development in place of the work component, where loss of employment use would be contrary to plan policy. The normal affordable housing requirement as set out in Policy 16 will apply to approved live-work units.***

***It should be noted that there are no permitted development rights for reversion to one or other use, nor for residential extension.***

4.11.27. Live-work/work-live accommodation is the provision of integrated living and working accommodation within a single self-contained unit. Such accommodation comprises C3 (dwelling) and B1 (business) use.

4.11.28. This form of accommodation can provide a means for a new business to establish itself by reducing costs. It also can provide accommodation for a wider range of uses embracing the full range of B1 (business and light industrial) uses and contribute to regeneration by bringing derelict sites and buildings into use. They can also significantly reduce the need to travel. It has proved to be popular elsewhere in London with the new 'creative' industries and there has been substantial interest in developing such units in Lambeth. These benefits will only accrue, however, if the employment areas are of sufficient size and to a proper employment standard –

'work-live' units. Typically a minimum 60:40 floorspace split in favour of employment will be required, or at least 50:50 for two storey units. Where residential use predominates, – 'live-work' development, the Council will treat such development as residential to avoid circumventing policies protecting employment sites. In the past, poor design has meant that the employment floorspace of such development has seldom been used as such, and problems with enforcement have meant that it has sometimes reverted solely to residential use.

## 4.12. Providing for Community Facilities

### **Policy 26 Community Facilities**

***The development and improvement of facilities for the community is supported and promoted.***

***(a) Location of Large Community Facilities – Proposals for community facilities serving more than a neighbourhood or district function, including the extension of existing facilities, should be located either:***

- (i) In the first instance in town centres or in the Central London Activities Zone; or***
- (ii) If there are no suitable and available sites in town centres, then other sites in accordance with the sequential approach (Policy 5).***

***(b) Location of Smaller Community Facilities – Proposals for community facilities serving a neighbourhood or district function should be located in or adjoining a town or local centre. Where there are no suitable sites in these areas, small-scale community facilities should be located on a site with moderate or better public transport accessibility, which is easily and safely accessible by cycling and walking.***

***Proposals for community facilities serving local catchments or housing estates may also be located elsewhere within residential areas outside centres, subject to the protection of neighbourhood amenity – especially from the concentration of uses attracting traffic, such as day nurseries.***

***(c) Protection of Community Facilities – The loss of a community use falling within the D1 use class will be resisted unless:***

- (i) A facility of equivalent functionality is replaced locally, or adequate planning obligations are secured to mitigate against its loss. This would require securing or improving facilities of equivalent functionality in the area and ensuring their long-term viability; and***
- (ii) Both the site and any buildings are unsuitable and/or unviable for redevelopment for community uses for which there is a local shortage or deficiency.***

***Exceptionally a reduction in the size of a community facility on or off-site may be permitted where the facility is too large for modern needs, or the cost of repairs or replacement buildings of equivalent size are prohibitive, and the development is essential to secure community use (with equivalent community access) on the remainder of the site or elsewhere.***

***The Council will support the dual use of education facilities between schools and the community.***

***The loss of an existing school will only be acceptable where a comprehensive assessment of the demand for school places has been undertaken and it is demonstrated that the facility is no longer required both currently and in the medium term. Decisions on the potential loss of existing schools will be taken having regard to the objectives of the Action Plan for Education.***

***(d) Deficiencies in Community Facilities – In developments capable of 10 or more residential units, or on sites of 0.1 Ha or more irrespective of the number of units, or for major developments where the development creates or exacerbates an existing shortage of community facilities (such as by increasing the residential population) then new facilities, or contributions towards improving existing facilities, will be required. Priority will be given to facilities for the young, the elderly, primary health care facilities, 'affordable halls for hire' (particularly in Streatham), library facilities in Waterloo, and facilities to meet Lambeth's diverse ethnic and religious needs.***

***(e) Exceptional Loss of Residential – Limited loss of residential accommodation (as an exception to Policy 15) is permitted where there is a need for primary health care (including doctor and dentist surgeries) or day nursery premises, which cannot be fully satisfied with purpose-built facilities. The scale and operation of the facility should not harm residential amenity, and the property should be of sufficient size (i.e. where the plan would allow a conversion to flats).***

***(f) The Major Teaching Hospitals – The further development of the major teaching hospitals is supported. Development within their sites should be predominantly supportive of health care and be subject to an agreed master plan.***

***(g) Childcare Facilities – Childcare facilities will be sought as part of major employment, shopping, higher education, tourism, entertainment, health and leisure development.***

***(h) School Extensions – School extension areas (as shown on the Proposals Map) are safeguarded for school extension use.***

***(i) Proposals for new or improved education facilities will be permitted provided that the site or buildings are appropriate for their intended use, and that the nature and scale of the proposal, including hours of operation, do not unacceptably harm the amenities of the area through noise, disturbance, or traffic generation.***

***(j) Use for Functions – Proposals for community facilities capable of holding functions or function rooms, including extensions of existing facilities, will be assessed in terms of their noise impact, both from the use and traffic generated by it. Where necessary, conditions will be applied on hours of use, noise levels and/or sound insulation and limiting and/or scale of functions.***

4.12.1. There is a need and increasing demand for more community facilities, particularly in residential areas, in large part generated by increasing housing and population in the borough. The quality of community facilities varies greatly. Even where there is a wide range of facilities, these are often of poor quality and/or in

unsuitable premises (in terms of size, and flexibility of use). Particular local needs relate to the increasing elderly population of the borough, young people, and Lambeth's diverse ethnic and faith communities. Lambeth is working with other service providers through the Local Strategic Partnership to ensure that deficiencies in service are met. There is considerable community concern about the loss and cost of use of 'community assets'.

#### 4.12.2. 'Community facilities' are defined as follows:

Uses within the D1 Use Class uses:

- For the provision of any medical or health service except for the use of premises attached to the residence of the consultant or practitioner;
- Use as a crèche, day nursery or day centre;
- For the provision of education;
- For the display of works of art;
- As a museum;
- As a public library or public reading room;
- As a public hall or exhibition hall;
- For, or in connection with, public worship or religious instruction.

The reference to 'day nursery' is to be taken as a reference to all forms of childcare, and the reference to 'public hall' is to be taken as including all types of community centre, for the purposes of the definition of community facilities.

And the following sub-categories of Use Class D2

- Sports Halls, Swimming Pools, Skating Rinks

And the following sub-categories of Use Class C2

- Use as a hospital; and,
- Use as a residential school, college or training centre.

And the following sub-category of Use Class A2

- Use as an advice centre.

#### 4.12.3. Other facilities of benefit to the community such as pubs and outdoor sports facilities are covered by special policies.

4.12.4. Community facilities vary greatly in size. Some only serve a catchment of a few streets. Others, such as the major teaching hospitals, serve people nationally. They can be major generators of traffic. Some uses, e.g. libraries, can also be vital to town and local centres. Government states that facilities such as hospitals and higher education are 'key town centre uses.' Uses which 'attract a lot of people' are required to follow a sequential approach to the selection of sites, locating in or on the edge of town centres in the first instance. This approach also applies to large extensions of existing facilities. Some community facilities have large site requirements; others have large existing facilities outside existing centres they wish to expand. The sequential approach allows consideration of whether alternative sites are 'suitable and available'.

#### 4.12.5. Where loss is proposed, it is a requirement to audit existing community facilities in the local area to determine if there were any deficiencies that the site was

capable of addressing. Such an audit must also determine that there were other sites better able to meet this need. In some areas such audits are already being carried out by regeneration partnerships as part of their programmes. This should include evidence of unsuccessful marketing, as for employment sites, before loss would be accepted. Such marketing needs to be tailored to the particular requirements of the community sector. Where it is proposed to replace a community facility then there should be adequate consultation with the local community and users of the building. These audits reveal particular requirements for types of community facilities in different parts of the borough. When community facilities are being provided as part of development regard should be had to such audits in assessing local demand. In some parts of the borough facilities are not used to the optimum through lack of accessibility or suitability for groups that need facilities. This means that there is scope for better use of facilities and it may not be desirable for each and every facility to remain in its current form.

4.12.6. Lambeth currently makes good provision of primary schools, however, pupil numbers will be regularly reviewed during the UDP Plan period to ensure that primary school provision remains adequate. There is currently a proposal for one new primary school arising from redevelopment of Clapham Park Estate.

4.12.7. Lambeth Council has set an objective of significantly increasing the proportion of Lambeth secondary age children who are educated in the Borough to at least 80% by 2016/17 as one of the outcomes to be achieved by the Transforming Secondary Schooling Programme. In the shorter term this will be delivered through incorporating some expansion of existing schools into Building Schools for the Future (BSF), combined with increasing the number of schools through a new school on the existing Elmcourt site in West Norwood and a new Academy. During the UDP plan period, it is expected pupil numbers will be regularly reviewed to ensure that Secondary School provision meets the needs of Lambeth parents and children.

4.12.8. Planning obligation payments will be calculated having regard to supplementary planning guidance. This will indicate how payments for additional school places relate to residential development. The contributions secured by planning obligations are required to part fund the capital costs of provision of new permanent and temporary classroom space in order to meet rising school rolls. Funds will not be used to supplement revenue funding which is met elsewhere to make up any existing deficiency. The Council will consider all relevant schools within the catchment area of a proposed development. Cost estimates will be based on the actual individual costs of extending the schools affected and will be calculated on a case-by-case basis. The payments will apply where a development is within the catchment area of a school with no capacity, or where a development within the catchment of a school would generate sufficient children to exceed all spare capacity in that school. All payments will be retained within a ring-fenced fund for expanding places in schools that have, or would have, as a result of the development, no spare capacity.

4.12.9. Lambeth has a large number of places of worship, and high church attendance for many denominations. Lambeth's faith communities have been a source of strength in dealing with economic deprivation, and institutional racism. They have been a vital means of contact between public authorities and socially-excluded groups and an important source of community-led projects and ideas for regeneration.

4.12.10. Lambeth is home to two major teaching hospitals, St Thomas' and Kings College. They are both significant land-owners and the primary need is to develop their estates to improve health care.

4.12.11. Lambeth, like most of inner London, has inadequate primary health care facilities (e.g. GP surgeries and other facilities which act as first point of contact with most non-urgent patients). The primary health care trusts (PCTs) have plans to improve facilities throughout the borough which Lambeth strongly supports.

4.12.12. Childcare facilities include nurseries, playgroups and crèches. Childcare facilities will be sought in development schemes which attract large numbers of visitors or employees.

## **Policy 27      Loss of Public Houses**

***The Council will use available planning powers to resist schemes involving the demolition of public houses of distinctive architectural character.***

***Proposals which would involve the loss of public houses (in whole or part, and in particular the ground floor public house use in traditional, purpose-designed buildings) to non-A class use, will only be permitted if the site is outside the Central London Activities Zone and if it is demonstrated that there is no reasonable prospect in the medium term of re-use or refurbishment for an environmentally acceptable A class use, following a thorough marketing exercise and having regard to regeneration proposals in the area.***

***In addition, schemes affecting public houses should not:***

***(a) Create a shortage of local public houses within easy walking distance (400m) of the site.***

***(b) Result in a net loss of attached housing (including affordable housing and/or short-stay accommodation) nor of existing or potential self-contained access to housing.***

***(c) Harm the architectural character of a listed or other public house of distinctive architectural character by way of extension or alteration (including, for a listed public house, its special interior character) and/or the architectural character of the street.***

***(d) Result in a loss of cellarage or other features which might render public house use unviable.***

***Characteristic public house features should be preserved or enhanced where these are of architectural merit.***

***This policy applies to purpose-built public houses whose last lawful use was as a permitted A class use, whether currently in use as a public house or not.***

4.12.13. Public houses are a long-established and much-valued part of London life. They are often important and distinctive local landmarks of significant architectural quality, often the best buildings in run-down areas. In older parts of the borough public houses were often designed into the original street grid being constructed as local landmarks in a more ebullient or florid version of the style of local terraced

housing. For example they may have been designed as bookends to streets, and represent a much-cherished centre of community life and entertainment. Many offer cheap accommodation and may also help service and animate business, tourism and regeneration areas.

4.12.14. The Victorian, Edwardian and interwar development of the borough led to many public houses being built; many also survived post-war residential redevelopment around them. However, as drinking habits and local populations have changed, some have declined and there is pressure from their owners to convert them to residential use. Rarely have these premises lacked customers and in some cases public houses have been refurbished and are thriving. Regeneration proposals may also create additional potential customers in the future. Whilst they can provide much-needed housing they have in some cases resulted in loss of attached affordable housing. Some public houses are the only buildings of merit in a neighbourhood but as a result are not in a conservation area or of such a high quality as to be listable. Original interiors are often of historic interest and should be preserved (if listed, listed building consent may be needed to alter such interiors). The retention of well-known public house names is encouraged.

4.12.15. Where public houses are to be retained as part of a wider development, both the building and internal features will be retained by condition or planning obligation. Marketing exercises (including of untapped local markets, and also for use of a smaller part of the site such as the ground floor only) should also account for the cost of replacement of public house features deliberately removed with the intention of frustrating the policy. Regard will be had to the CAMRA public house viability test.

## 4.13. Providing for Visitors and Leisure

### **Policy 28     Hotels and Tourism**

#### ***(a) — Location of Hotels and Visitor Attractions***

~~**Visitor attractions (including arts venues, conference and related facilities, function rooms, banqueting suites, night clubs and major food and drink uses) and large hotels (including large extensions to existing facilities), should be located:**~~

- ~~**(i) — In the Waterloo Visitor Management Area (as shown on the Proposals Map); or**~~
- ~~**(ii) — In or on the edge of Major town centres; or**~~
- ~~**(iii) — In non-residential areas with good, very good or exceptional public transport accessibility with easy access to central London, including the Albert Embankment.**~~

~~**Smaller hotels can also be located in or on the edge of District centres.**~~

~~**Large-scale visitor attractions should only be located in the Waterloo Visitor Management Area.**~~

~~**Applications for apart-hotels and short-term/temporary accommodation are treated as hotels for the purpose of this policy.**~~



**(b) Visitor Management**

***Large visitor attractions should contribute measures and strategies for the better management of visitors to alleviate problems such as from: coaches, noise, litter, policing, queuing, use of the public realm, signage, crowding and visitor movement etc. Visitor attractions and hotels should ensure the amenity of residential occupiers is preserved as far as possible.***

4.13.1. In recent years there has been major growth in tourist facilities in the South Bank/Bankside including the London IMAX, visitor attractions at County Hall including the London Aquarium, the Tate Modern at Bankside and the Globe Theatre and what is now the country's leading tourist attraction, the London Eye. Future plans, in whatever form, for the South Bank Centre and the Shell Centre are likely to expand this key role.

4.13.2. Such attractions bring jobs, investment and spending power to the local economy, but they also create conflict between the needs and requirements of local residents and businesses and of the visitors and tourists to the area. As well as the need and opportunity to improve facilities and ease of movement for visitors and tourists, there is a need to protect and enhance the character and amenity of the local residential community as well as improve facilities for them. To this end a visitor management area has been designated to avoid such visitor attractions spreading into wholly residential areas, whilst recognising that streets such as Belvedere Road have become mixed-use with significant amounts of residential accommodation where the interface between visitor attractions and residential accommodation needs careful management. The Waterloo Visitor Management Area geographically broadly reflects the London Plan's Strategic Cultural Area but functions with a wider remit, such as e.g. management of coach parking.

4.13.3. Although Lambeth has few hotels, most of which are guest houses, there has been a number of conversions from offices and there is pressure for hotel conversions in areas such as the Albert Embankment. There is a lack of hotels in the north of the borough. Large hotels can also include major conference and/or banqueting facilities which can be major generators of traffic, requiring management and restrictions on where they can be located. Serviced apartments will be considered against Policy 15 and not this policy, unless they meet the legal definition of temporary housing (see footnote 5).

4.13.4. In order for a large visitor attraction to be acceptable, a scheme should include a full visitor management strategy, secured through a planning obligation, showing that ticketing, cleaning, coach access, visitor information, policing and traders/stalls enforcement issues can be effectively addressed. These should be geared to the audited number of visitors if this is more than expected.

**Policy 29 The Evening and Late Night Economy, Food and Drink and Amusement Centre Uses**

***Food and drink uses, nightclubs, discotheques, entertainment centres, casinos and bingo-halls, live music and dance venues, amusement centres, and/or late night extensions to opening hours (generally after 11.00pm) will only be permitted where the proposal would not cause unacceptable noise or other harm to residential amenity, in relation to the proximity to residential premises, having regard to all of the following criteria:***

- (i) The specific nature of the use applied for must be acceptable (taking account of specific measures such as noise insulation, double doors, sound limiters and acoustic lobbies, grease traps, ducting and flues, details to be supplied with the application where necessary). Proposals for amplified noise and/or sale of alcohol should include necessary management measures to secure this. Where necessary, conditions will be applied restricting the use of the premises within a use class, where the specific proposed use would not cause these problems. The capacity of premises will be restricted to that permitted by the fire safety regulations;**
- (ii) The closing hours, concentration and scale of premise, and use of outdoor areas, should not create or add to unacceptable noise or harm to amenity or risk of public disorder (including the cumulative impact of proposals) Generally the test of over-concentration applies to both the core and the edge of major town centres and district town centres as well as to local centres, and will be breached where 25% or more of original units would be in A3 use, unless otherwise stated in area-based Part B policies. To mitigate the potential impact of local over-concentration within town centres, not more than 2 in 5 consecutive original units should be in A3 use;**
- (iii) Vehicular movements (including those of customers) should not cause a noise nuisance to local residents or cause traffic problems (especially for take-away/delivery uses, where necessary and locally supported extensions of parking controls into the evening will be secured).**

**Amusement centres should be situated away from sensitive uses such as churches and schools.**

4.13.5. More food and drink uses and evening and night-time activity has been one of the largest growth areas in recent years, providing an opportunity for the range of activities on the South Bank and in town centres to diversify. The growth in the number of bars and restaurants is a response to increased demand as people have more disposable income and are prepared to spend more on eating out and partaking in evening economy activities. It is likely to continue growing in the future. By providing a broader evening economy these areas can become safer and can be enjoyed by a broader section of the population without fear, as a lack of people in town centres after shops and offices close can create a neglected and unsafe environment and a lack of vitality through a lack of diverse uses and restricted business hours. The development of alternative attractions to the traditional pub and club based culture can encourage people who currently do not use the centres in the evenings because of fear of crime. This requires careful control and management, however, in order to encourage the diversity of the centre and to ensure that the benefits brought by diversification of are not outweighed by the problems that may be created. Not all food and drink and similar uses will be appropriate. Extended opening hours may not be acceptable in areas close to residential areas and should not simply push back the problems caused at 'closing time'. The staggering of closing times can help in this regard. Careful management and partnership with the police is essential, as is better lighting and CCTV (to which developments may be invited to contribute).

4.13.6. Locations where residential property is often above or in close proximity to food and drink units has caused most concern. Environmental problems are caused by smells, noise and vibration (including from air-conditioning and ventilation equipment) and high levels of servicing. Litter problems can be caused, particularly

from takeaways, and the increasing use of deliveries can cause forecourt obstruction and noise problems, as well as traffic problems from stopping vehicles.

4.13.7. Premises predominantly serving alcohol require particular attention, especially from late night activity, although licensing controls sales of alcohol. However any environmental problems should be at an acceptable level and controlled from the outset. Issues that may need to be addressed at the planning stage include amplified noise, disturbance from traffic and obstruction of pavements, especially on side streets, and from slamming of car doors. All of the above problems will be exacerbated by late night closures, especially from large numbers leaving premises in a short period of time. Special policies apply in part B of the plan to Clapham High Street and the Old Town, as well as to Brixton, and there is also a problem of high concentration in Abbeville Road local centre. The impact of proposals will be assessed against objective national noise criteria set in government guidance. The policy also applies to amusement centres as these can also cause problems especially where located close to sensitive uses.

4.13.8. Subsequent to the Licensing Act of 2003 Lambeth, like a number of other Central London Boroughs, is moving towards area based planning and licensing, a more tailored approach to hours of use etc. based on the characteristics of individual areas. The UDP and any area based supplementary planning and licensing guidance will be used to determine the land-use and amenity aspects of licensing applications. No licensing permission will be granted unless planning permission has been granted, nor reviewed unless all planning conditions have been complied with. Noise complaints, crime and other problems will be logged as part of joint agency working, and environmental controls will be included or amended on renewal as part of licensing controls.

### **Policy 30 Arts and Culture**

***(a) The South Bank Centre - The role of the South Bank Centre as Europe's premier arts and cultural facility is promoted and supported.***

***(b) Protection of Theatres and Arts and Culture Facilities – Planning permission will not be given for a change of use of buildings built as theatres to a non-theatre use.***

***The loss of other facilities for performance or display of art, including cinemas, will not be permitted unless suitably-located replacement facilities are provided, or some other form of relevant compensatory provision is made.***

***Commercial developments associated with arts and cultural uses will be permitted where they are ancillary and complementary to the arts or cultural use, and where there is a clear and lasting benefit to the arts or cultural use. In addition, the Council will support unrelated commercial development at the South Bank Centre only if it can be shown to meet all of the following criteria:***

- (i) That it is essential to the development and/or the retention of arts and cultural facilities;***
- (ii) That its development would not undermine the primary character and function of the South Bank Centre as an arts and cultural quarter; and***
- (iii) That the proceeds of any such development are applied exclusively to support and enhance the South Bank Arts and Cultural Centre.***

***(c) Arts and Cultural Uses and Public Art - On the South Bank, and in Vauxhall, Streatham, Norwood and Brixton, the Council will seek to secure enhanced or increased provision of such uses either within large developments or nearby.***

***(d) Creative Industries - The provision of additional accommodation for the creative industries is promoted and existing accommodation is protected by Policy 23. Premises for creative industries are protected for that use (except where these have been introduced as temporary uses pending redevelopment).***

4.13.9. Lambeth's cultural activities reflect its ethnic and cultural diversity. They include traditional performing and visual arts, contemporary cultural industries such as publishing, video production, television, and entertainment activities, e.g. bingo and the cinema.

4.13.10. Lambeth is home to the National Arts Complex - the South Bank Centre. It is also home to the Old Vic and Young Vic Theatres. The London Plan recognises the South Bank as being a strategically important area for arts, culture and entertainment in the Central London UDP co-ordination diagram. The part of this strategic cultural area within Lambeth is designated as the Waterloo Visitor Management Area on the Proposals Map (see policies 28 and 30). The South Bank provides some of the most exciting opportunities in London for the development of arts and cultural facilities in the foreseeable future. The regeneration of the South Bank is a priority for the Council as well as all major stakeholders in the area. The criteria for enabling developments (listed above in Part B of this Policy) will be rigorously defined prior to and applied to any unrelated commercial developments at the South Bank Centre when or if such specific proposals are put forward. Outside the South Bank Centre there is the Oval House Theatre and Community Arts Centre, the National Theatre and the National Film Theatre (which is proposing new premises). There are also significant cultural facilities in each of the Borough's town centres, Brixton being a centre of music venues such as the Ritzy, the Academy and the Fridge, as well as a major centre of the Black and alternative arts and music communities. Clapham has the Picture House and Stockwell, Vauxhall and the Oval are increasingly housing artist's workplaces and galleries. By contrast, Streatham has a lack of cultural facilities.

4.13.11. The provision of art or artistic features integral to development is a matter of good planning practice. Public art can take a variety of forms: examples include sculpture, paintings, murals, street furniture, metalwork, floor, wall and window designs such as tiling, paving and stained glass. It is good practice to commission an artist at an early stage of a project. The design and execution of public art should fully involve the local community in which it is located, and be properly related to the wider public realm or buildings in the area.

4.13.12. The creative industries are a vital source of London's vibrancy and there is a shortage of low-cost premises, and some premises are under threat. Many small-scale arts projects have great difficulties finding affordable space. The collapse of the property market in the 1990s led to a great amount of cheap accommodation often occupied by artists and cultural projects. Now the recovery of the housing market, often aided by the cultural caché attached to areas such as Brixton, is threatening to drive out these uses, requiring positive planning intervention. This does not apply where such uses have been introduced on a temporary basis pending redevelopment; indeed, this is encouraged.

## 4.14. Places for People

### **Policy 31 Streets, Character and Layout**

**(a) Urban Design Statements - An Urban Design Statement (see Glossary) should be submitted for all major development proposals, and smaller proposals in sensitive or prominent locations.**

**(b) Urban Grain - Where possible, development should retain or contribute to a fine 'urban grain', and, where appropriate, follow appropriate block widths, road widths, plot sizes and gaps and spaces between buildings.**

#### **(c) Connected and Clear Streets**

**(I) Development should add to a connected series of streets, street blocks, public spaces and walkable neighbourhoods, designed around the needs of the pedestrian, responding and adding to connected patterns of streets, landmarks, the topography and landscape features in the area. Development must maximise pedestrian accessibility and not sever or extinguish any existing pedestrian rights of way.**

#### **(II) Buildings should:**

- (i) Define highways (not vice versa);**
- (ii) Address streets with their frontages and entrances;**
- (iii) relate building heights to street widths and the enclosure of the street, creating enclosed spaces that people want to be in;**
- (iv) Maintain continuous building lines and street blocks which 'turn the corner';**
- (v) Create or enhance views and vistas; and**
- (vi) Not build over, block, or inappropriately project into existing streets (except where the creation of an arcade is appropriate).**

#### **(III) Layouts should:**

- (vii) Promote community safety;**
- (viii) Provide any surface level parking within view of all properties, and it should not be accessible via the rear gardens of residential properties;**
- (ix) Be designed around movement by foot, cycle and public transport, and minimise traffic conflicts between vehicles and pedestrians. Road and junction dimensions should be restricted in size and a flexible approach will be taken by the Council where this helps achieve good layouts;**
- (x) Integrate the proposed development with public transport, and cycle and car parking facilities;**
- (xi) Be designed to a satisfactory standard in terms of safety, function, acceptable speeds, lighting and appearance (including visibility splays and accesses to and within the development);**
- (xii) Have efficient internal circulation as well as integrating with the existing road network in a convenient manner; including for emergency service vehicles, and, where appropriate, buses; and**
- (xiii) Only use cul-de-sacs where there is no alternative means of serving a site or part of a site. Gated developments tend to be isolated from their surroundings and will normally be resisted as will the gating of existing developments.**

**(d) Character - development should respond to and enhance the architectural character of the area, having regard to its overall urban or suburban characteristics, particularly in conservation areas and other areas of townscape of significant quality (see Table 9)**

**(e) Comprehensiveness - Developments should not prejudice the potential development of or access to adjoining sites and, where appropriate or as indicated in the UDP, development should take place comprehensively – whilst maintaining features of merit and a fine urban grain (B).**

**(f) Access for All – The layout and design of development should include full access for the whole community including the disabled, the elderly, children and parents with children.**

4.14.1. Lambeth has many areas where major change is likely in the future, in part through poor post-war planning, but it also has a complex urban character and established streetscene much of which is of high quality. The challenge is to develop designs appropriate to this context through the application of the principles of urban design.

4.14.2. "Urban Design is the art of protecting, improving and making new places for people. It includes the way places work and issues such as community safety, as well as how places look. It concerns the connections between people and places, movement and urban form, nature and the built fabric, and the process for ensuring successful villages, towns and cities" ('By Design – Urban Design In The Planning System: Towards Better Practice' – DETR 1998).

4.14.3. There is clearly a need to promote higher standards of urban design in the borough, not just in sensitive areas such as conservation areas but throughout the borough (including as an integral component of regeneration initiatives). Quality places matter as they create an environment that attracts investment and visitors, and maintains the valuable investment in the built environment. Making London and Lambeth a more attractive place in which to live and work – particularly in its most deprived areas – will help ensure that people stay and make roots when their economic chances improve. It makes regeneration sustainable. It is equally important that design promotes places that are safe and accessible to the whole community.

4.14.4. An outline appraisal of the borough's character is set out in Table 10. A firm understanding of the character of a site and area is fundamental to successful urban design.

4.14.5. The UDPs urban design policies seek to implement the principles from the Government's 'By Design' and 'Better Places to Live' documents, together with the government-endorsed publication - the Urban Design Compendium. Regard should also be had to the objectives of the "Secured by Design" programme and new residential layout should meet "Home Zone" standards as far as possible.

4.14.6. All quality places are composed of a series of well-connected streets and public spaces. 'Space syntax' studies in several parts of the borough have shown that this seemingly simple principle has often been breached leading to disconnected and dysfunctional areas, often with an increased risk of crime. Too often, layouts are submitted where buildings are placed around highway layouts, rather than first carrying out an urban design appraisal of the context, opportunities and constraints of a site – including its structural landscape design features. This principle is equally of

importance where development has the opportunity to create a street pattern, or where infill development is proposed which needs to relate to existing street patterns. This is known as making a development permeable. Gated developments can restrict pedestrian permeability and tend to isolate developments from their surroundings. This detracts from the achievement of a sense of community and inclusiveness. Gated developments and the gating of existing developments will therefore be resisted. There is greater scope to incorporate imaginative layouts which meet highway safety considerations, where traffic speeds are reduced.

4.14.7. Urban grain is a measure of the typical size of building plots and streets in an area. For example, older parts of Lambeth typically have a 'fine grain' with many streets and smaller plots – these often being the most attractive areas. London has a much finer grain than many other large cities. This can be achieved even in major developments by breaking up elevations with vertical emphasis (except where there is a design justification for a major landmark building), permeable and overlooked pedestrian routes through developments and narrow units at ground floor level. In conservation areas it is particularly important to follow any such distinctive characteristics of urban grain.

**Table 9 Lambeth's Character**

The borough is one of contrasts with marked variations in character depending on geographical location. The northern part of the borough, along with Southwark, was one of the first areas south of the Thames to be urbanized. Much of Lambeth's earliest development is concentrated along the arterial routes which fan out from Central London, characterized by Georgian terraces and Regency villas. Some of these historic buildings are in poor condition and are in need of restoration, with the visual appearance of these roads marred by run-down frontages interspersed with empty sites, creating sections of poor townscape quality.

The Thameside area is firmly part of Central London, offering views of the north bank and forming an integral part of the river setting. The South Bank is also home to a number of major London institutions and landmark buildings such as the Royal Festival Hall. However, the northern part of the borough is still trying to readjust to the loss of riverside industry during the 20<sup>th</sup> century and the redevelopment that followed in its wake after World War II. The area lacks a community focus, suffering from its intersection by a number of major transport routes – notably the elevated railway lines – and from the effects of post-war redevelopment which fractured traditional street patterns and created a number of poor quality open spaces.

The borough has a number of town centre areas of considerable heritage importance, such as Brixton, Clapham and Streatham, displaying a strong urban character and a concentration of landmark buildings. These commercial centres are set within inner urban suburbs, characterized by their Victorian and Edwardian terraced housing, interspersed with inter-war blocks and 20<sup>th</sup> century social housing estates.

Further south the borough rises in height towards Norwood and development is more suburban and lower in density, with commercial areas concentrated along linear routes such as Streatham High Road and Norwood Road. A number of commons and parks such as Streatham Common, Clapham Common, and Brockwell Park provide important visual relief from the built form of the Borough. The boundaries of the borough are administrative, and apart from the Thames, are not generally visually defined.

## **Policy 32 Community Safety/Designing Out Crime**

***Development, including alterations, extensions and changes of use, should enhance community safety. Development will not be permitted where opportunities for crime are created or where it results in an increased risk of public disorder. Any public spaces and access ways through or adjoining a site should be overlooked, have appropriate lighting, be set away from cover and provide clear sight lines.***

4.14.8 Successful crime prevention often depends on a wide range of measures in which the planning process can assist in 'designing-out' crime at the outset. A large proportion of crime is opportunistic. A combination of good design, encouraging pedestrian activity, 'eyes on the street' and community involvement, is a much more effective way of making the borough safer, rather than the negativity of shutters, barbed wire, gated developments and other physical crime prevention measures. These may provide well-fortified private spaces, but result in very hostile public spaces. Lambeth supports, with the police, initiatives aimed at preventing crime, such as the objectives of the national 'Secured by Design' programme. Lambeth is working closely with the police and other partners in a Crime and Disorder Partnership and the recommendations arising from this are already beginning to have significant impacts on planning and regeneration decisions in Lambeth. Developers should show they have taken the 'Secured by design' into account.

## **Policy 33 Building Scale and Design<sup>10</sup>**

***All development should be of a high quality design and contribute positively to its surrounding area.***

***(a) Infill development – should be compatible with:***

- (i) The site, context and historic development of the area;***
- (ii) Existing topography, landscaping and boundary treatments;***
- (iii) Prevailing building lines and plot sizes;***
- (iv) The height, massing and scale of neighbouring buildings,***
- (v) Roof profiles and silhouettes of adjoining buildings;***
- (vi) Colour, type, source and texture of local materials;***
- (vii) Architectural compositions including patterns and rhythms and set pieces of townscape; and***
- (viii) Established gaps and open spaces, views and skylines.***

***(b) Major development should:***

- Relate satisfactorily to adjacent townscape taking into account its scale, character, historic street layout and uses;***
- Improve the sense of place and legibility, and define edges by retaining characterful buildings, appropriate building lines and extending frontages;***
- Provide servicing and parking that is sensitively sited and designed,***

<sup>10</sup> Lifetime Homes and Wheelchair Accessible Housing - Policy 3A.4 of the London Plan seeks to ensure that all new housing is built to 'Lifetime Homes' standards and that 10% of new housing is designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users. This policy will be applied to developments of any scale. The requirements for planning applications to be accompanied by design and access statements should ensure that these aspects are fully addressed.



**(c) Residential Density and Scale - The primary consideration in determining the appropriate density and scale of new residential development will be achieving an appropriate urban design which makes efficient use of land and meets the amenity needs of existing and potential residents. Buildings should be of a scale, massing and height that are appropriate to their site characteristics, setting, civic function and/or importance and location in the townscape.**

**Proposals for higher densities than that prevalent in the surrounding area will be encouraged in appropriate locations, which will include Central London, town centres, Transport Development Areas and areas of good, very good or exceptional public transport accessibility. Schemes that underdevelop a site will be refused.**

**Illustrations of the densities that can be achieved are shown in Table 10.**

**In all cases, however, development should not unacceptably overbear on surrounding development or harm residential amenity. For development affecting conservation areas or listed buildings (or their setting), protecting or enhancing their character and appearance takes precedence.**

**(d) Protecting Residential Amenity – Development should protect the residential amenity of existing and future residents by:**

- (ix) Having an acceptable standard of privacy;**
- (x) Having an acceptable impact on levels of, and impact on daylight and sunlight;**
- (xi) Not creating unacceptable overlooking;**
- (xii) Not creating an undue sense of enclosure; and**
- (xiii) Where appropriate, having sufficient outdoor amenity space.**

**(e) Materials - Buildings should employ materials of high quality and durability that are of compatible or complementary colour and texture to each other.**

4.14.9. New development can involve both contemporary design and more traditional revival architecture – the fundamental issue is that new development should respect and enhance its context, where this is of value. If done badly, the unscholarly mimicking of traditional Georgian and Victorian building can result in an unsatisfactory and clumsy articulation of traditional elements. However, in certain sensitive locations, such as an infill development within a Georgian terrace or a London square, re-interpreting traditional designs using modern techniques, or a scholarly reproduction for the most sensitive sites, might be appropriate. This approach utilises and adapts the palette of design cues from the area (e.g. building height, roofscape, materials, massing and elevational treatment) so that development is required to respond to the sensitivity of this local character and context. In areas of high and consistent quality, strong respect for existing building heights and features is required. More design expression – within a framework for assessing the quality of modern designs – and potential for variation in building designs, is possible in areas without a clear strong character or quality.

4.14.10. Urban design also covers the equally important issues of protecting residential amenity. As 'By Design' (DETR 1998) notes "An aim...is to encourage a move away from a negative reliance on standards towards more positive emphasis

on performance criteria. Performance criteria are the means of assessing the extent to which a development fulfils a specific planning requirement (such as protecting privacy). Imaginative designers can respond to performance criteria with a variety of design solutions." (Page 10). The new Lambeth Plan includes a toolkit for development control purposes – a series of objectives for protecting residential amenity. For this reason the borough does not have arithmetical standards of amenity space and density as these will vary from site to site. In assessing daylight and sunlight regard will be had to the BRE guide to good practice. In some instances development will already be below these standards and further loss may be unacceptable. In other circumstances however, it is recognised that it may not be possible to reduce development to comply with the standards in a manner which would materially increase sunlight or daylight and which could harm an otherwise acceptable design. When determining planning applications by Registered Social Landlords regard will be had to the requirements placed upon them by the Housing Corporation Scheme Development Standards and the principles set out in "Rethinking Construction".

4.14.11. Density is a measure of the intensity of development of a residential site. The government and the Mayor promote increased densities at locations with good public transport accessibility, such as at or around town and district centres.

4.14.12. Increased densities can potentially increase the viability of public transport through increasing the number of potential users, it can increase the potential market for local shops and services, it compensates for lower population in a neighbourhood resulting from smaller household sizes, and higher density housing is more energy efficient. Making more efficient use of land can also reduce the requirement for building on 'greenfield' sites. Higher densities are not an unqualified good; least of all without high quality designs and appropriate locations which minimise some of the potential harm to existing residential amenity which can disrupt the established residential character of an area.

4.14.13. Research by the former London Planning Advisory Committee on Sustainable Residential Quality suggests the sort of densities that can be achieved if a 'design-led' approach is used towards density, with some flexibility of development standards, in particular less parking. Here, the starting point is the best urban design solution for a site – rather than starting from designing around development standards drawn up for two- storey suburban housing. The design-led approach recognises that different densities are appropriate to different contexts and that this should be established with reference to a range of urban design criteria. From these factors the density of a site follows. The application of these principles needs to be established either through a development brief or an urban design analysis, agreed in advance between the developers and the planning authority.

4.14.14. The London Housing Capacity Study 2000 assumes the scale of density in the table for new housing in the borough. There will always be sites where a higher or lower density than in the table is appropriate depending on the quality of the design and the constraints and opportunities of the site.

4.14.15. The borough has extensive coverage of conservation areas (26% of land area). Some have a high-density character, but there are also large areas of modest two-storey London housing. National legislation requires special attention to the desirability of preserving or enhancing their special character and appearance; so this may rule out inappropriately high densities in, or affecting the setting of, part or all of some conservation areas or listed buildings.

4.14.16. The Council recognises that a number of interwar housing estates are of significant architectural quality. These estates are identified in the Lambeth Planning report "Survey of Historic Housing Estates of the 1920s and 1930s in the London Borough of Lambeth". Consistent detailing of the buildings is combined with careful landscaping to create high quality urban environments. Retaining or re-instating original features and materials (such as windows, doors and railings) is a key means of protecting the character and quality of these estates.

**Table 10 Densities that can be achieved in the 'Design-led' Approach**

		Assuming less than 1 parking space/unit. Density within range depending on form and footprint – especially whether mostly terraces or mostly 3 or more storey flats	
Location	Accessibility Level <sup>11</sup>	Site Setting	
Sites within town centre Walkable Neighbourhoods	Highest	Central <sup>12</sup>	650–1100 HRH <sup>13</sup>
	Highest/Moderate	Urban	450–700 HRH
Less Accessible Sites	Moderate	Urban	350–450 HRH
	Moderate	Suburban	300–450 HRH
	Poorest	Suburban	200–250 HRH

Definition of Site Setting:

*Central*; very dense development, large building footprints and buildings of 4–6 storeys and above e.g. larger town centres and much of central London.

*Urban*; dense development, with a mix of different uses and buildings 3–4 storeys e.g. town centres along main arterial routes and substantial parts of Inner London.

*Suburban*; lower density development, predominantly residential of 2–3 storeys e.g. some parts of Inner London, much of Outer London.

#### **Policy 34 Renewable Energy in Major Development<sup>14</sup>**

***All major developments (above a threshold of 1000m<sup>2</sup> or 10 dwellings) are required to incorporate equipment for renewable power generation so as to provide at least 10% of their predicted energy requirements.***

4.14.17. As well as providing wider benefits by creating a cleaner, less polluted environment, the use of renewable energy can significantly reduce the running costs of buildings and improve the internal conditions of buildings and people's health through utilising daylight and natural ventilation.

<sup>11</sup> See Map 1.

<sup>12</sup> Central London Activities Zone.

<sup>13</sup> Densities are in habitable rooms per Hectare (HRH), habitable rooms are bedrooms, living rooms and large kitchens (13+m<sup>2</sup>). For all purposes other than density kitchens are habitable rooms.

<sup>14</sup> The 10% predicted energy requirement will be assessed in terms of CO2 emissions as this is now the standard approach taken to this issue in national policy and by the Mayor of London.

4.14.18. The Government is committed to bringing consideration of the use of renewables and energy efficiency in developments more within the scope of the planning system, in the context of the review of government policy (e.g. PPS22) and its wider planning reforms. In taking forward the Mayor of London's Energy Strategy, the London Plan sets out a number of policies in respect of decision-making on matters of energy efficiency and renewable energy. This includes an expectation that Boroughs will formulate policy requiring major development to generate a proportion of its own power or heat needs from renewable sources, wherever possible. The policy will only be applied where the installation of renewable energy generation equipment is viable given the type of development proposed its location, and design.

4.14.19. Lambeth is committed to this environmental aspiration to reduce dependency on fossil fuels and reduce greenhouse emissions. The Plan's requirement for all major developments to incorporate equipment capable of providing at least 10% of their energy requirements through renewable power generation responds to the Government's Climate Change Programme 10% target for the UK, to be met by 2010. Further best practice guidance on the incorporation of renewable energy systems into new development may be introduced by the Council in the form of Supplementary Planning Guidance during the lifetime of the Plan.

#### **Policy 35 Sustainable Design and Construction**

***All development proposals should show, by means of a Sustainability Assessment, how they incorporate sustainable design and construction principles, including:***

- (i) Employing built forms, materials, orientation and layout (passive solar gain), and renewable energy production, natural ventilation and cooling, where practical, that will contribute to reduced energy consumption and associated emissions. Larger schemes should, wherever feasible, include combined heat and power and community heating;***
- (ii) Avoiding negative micro-climatic effects (e.g. wind turbulence);***
- (iii) Making adequate, integrally-designed provision for the storage and recycling of waste;***
- (iv) Utilising environmentally-friendly specification and materials;***
- (v) Specifying the use of sustainable sources of timber (FSC); and***
- (vi) Reducing the use of finite, primary minerals and aggregates and encouraging the maximum use of reused or recycled materials in the building process.***

***The Council will also seek the maximum reuse of existing buildings, subject to protecting their character and local residential amenity.***

4.14.20. A sustainable Lambeth will in part depend on the way its buildings are constructed, used, powered and maintained. Buildings contribute directly and indirectly to the consumption of energy and resources, to environmental pollution from materials used in construction (including the use of raw materials), to energy consumed in the building, and to waste generated during construction and demolition. Planning policies can do much to encourage building designs and materials that have the least environmental impact, as well as regulating and encouraging renewable energy as part of Lambeth's broader commitment towards sustainable construction. This approach is supported by national and regional planning guidance, particularly PPS1 and the Mayor's London Plan. Lambeth is proposing at least two zero-energy schemes as part of its regeneration proposals.

4.14.21. Planning applications should be accompanied by a Sustainability Assessment which shows that sustainable design and construction considerations have been adequately addressed.

#### **Policy 36      Alterations and Extensions**

***Proposals for the alteration and/or extension of existing buildings will be assessed against the criteria set out below.***

***(a) Subordination - Alterations and extensions should generally be subordinate to the original building. Subordination may be achieved either by designing in keeping using the architectural language of the original building, or by a small scale, contrasting subordinate addition.***

***A design in keeping will follow the period, style, profile, silhouette, roofscape and detailing, and use matching or complementary materials to the original building.***

***Contrast - Well-executed contemporary designs which offer a visual contrast to the original building may sometimes complement the original building. To achieve this however, they should be subordinate to and not unbalance the character of the building.***

***(b) Extensions should usually be confined to the rear or least important elevation and should not obscure important architectural features on a formal flank elevation.***

***Protection of Uniform Patterns - Development should not undermine the existing uniformity of a terrace or group of buildings where this is of value. Past alterations to adjoining properties will not necessarily be regarded as a precedent for further similar alterations.***

***(c) Amenity - Development should not:***

- Unacceptably harm the amenities (privacy, outlook, sunlight and daylight) of adjoining residents***
- Result in an undue loss of residential amenity space***
- Create an unacceptable sense of enclosure.***

***(d) Retention and Reinstatement - Development should retain, reinstate and repair as much original architectural fabric of value to the character as possible.***

***(e) Building Services Equipment - All service equipment (including lift plant and fire escapes) should be designed into the development so that it is physically integrated into the envelope of the building, re-uses original ducts and features, or creates features appropriate to the building.***

***Where this is not practicable they should be located in visually inconspicuous positions on the least important elevations, and be of an acceptable, design, positioning and visual impact, with minimal effect on local amenity.***

**(f) Roof level alterations and extensions – Roof alterations, roof extensions and additional floors are only acceptable if they create good roofscapes and are successfully integrated with their surroundings;**

**(i) Structures such as plant, access enclosures, conservatories, roof terraces, balustrades or communication equipment will not be permitted where they have a detrimental effect on the appearance of the building, can be seen as skyline structures from the street, or from other sensitive viewpoints such as the upper floors of adjacent buildings, or adversely affect the amenity of adjoining properties;**

**(ii) Roof extensions and additional floors will often not be possible to achieve satisfactorily. Small, characterful, detailed dormers, located at the rear on residential properties will generally be preferable to roof extensions. Roof extensions, mansard roofs or additional floors will be resisted:**

- **On buildings or terraces which are aesthetically complete compositions or which have existing roof storeys;**
- **The result would harm the architectural integrity of the original building;**
- **Which result in the loss of a roof of historic interest;**
- **Which harm the proportions, character or uniformity of the building or group;**
- **Where the existing varied skyline is of interest and should be maintained;**
- **Where the resulting development would compromise the skyline or a butterfly roofline of interest.**

**(iii) Roof extensions, alterations and additional floors where acceptable in principle should:**

- **Respect the scale, proportions, architectural form of the building and continue its style and character;**
- **Preserve, extend or reinstate traditional materials such as natural slate, ridge tiles, finials, clay tiles, chimneystacks and pots, and party wall upstands.**

**(g) Fenestration - Proposed additional, altered, replaced or enlarged windows and doors should be in keeping with the original design and materials of the original building where this would create a consistent architectural composition appropriate to the historic character of the area or building. Building regulations now require replacement windows to meet high thermal efficiency standards. Whilst PVCu windows may meet these requirements, their use will not be acceptable where this would harm the character of the building.**

**(h) Side Extensions and Gaps - Side extensions should not detract from the architectural composition or symmetry of existing buildings, groups of buildings, or the gaps and views between them. To achieve subordination, they will normally need to be set back from the frontage.**

**(i) Front Extensions - Beyond the main front wall of a property are not permitted other than small porches or canopies that are subordinate to the original building and respect any prevailing uniformity in the area.**

**(j) Rear Extensions and Buildings in Back Gardens - Should not harm the character, appearance or design features of existing buildings. They should not**

***harm the appearance of an attractively designed or characterful historic rear elevation, or occupy an excessive portion of the rear garden or yard area. Significant changes in the height, depth, shape or appearance of the rear elevation of houses will be resisted if they undermine a uniform or characterful appearance.***

***(k) Conservatories - At the front of properties or above ground floor level will generally not be permitted. Where acceptably located, conservatories should be modest in size, light and transparent, and should not obscure significant architectural elements of the original building. The design of conservatories should complement the architectural style of the building and where appropriate use traditional frame materials such as painted timber, cast iron or steel.***

4.14.22. A significant proportion of planning applications in the borough concern extensions and alterations to existing buildings. This policy applies to alterations and extensions to all buildings, whether residential or not. Some of these alterations and extensions, particularly to single family dwellings which are not listed buildings or in conservation areas, may not need planning permission. Policies are required to protect residential amenity and local character and distinctiveness. In respect of daylight regard should be had to the Building Research Establishment standards. Lambeth has a number of distinct residential neighbourhoods, each with a strong and individual character. Its houses range from Georgian cottages and town houses, to Regency and Victorian villas, 19th Century speculative housing, Edwardian terraces, inter-war semis, apartment buildings and LCC estates of flats. Thoughtless and insensitive alterations to individual houses or flats can have an impact not only upon that property, but its neighbours and the entire streetscene. Whilst Policy 33 acknowledges that well-executed contemporary designs may be appropriate, the Council considers that this will require considerable skill and quality materials, and will not always be possible. Lambeth has residential design guidance on residential alterations and extensions, as supplementary planning guidance to which regard should be had which elaborates on the policies contained in this section.

4.14.23. Buildings services equipment can have a significant impact on the visual character of the environment and every effort should be made to accommodate equipment, plants, ducting and vents within existing buildings and structures, making use of internal voids and spaces before considering external options. All new buildings such as shops, restaurants, offices and industrial premises should include appropriately designed service ducts to provide unobtrusive ventilation, servicing and cabling. Where external ducting and pipework is unavoidable, flank or rear wall locations are preferable, depending on their visibility and provided such equipment does not obscure windows, are not inserted within visually sensitive windows, or result in loss of daylight or outlook to neighbouring properties. Roof level equipment should not cause unacceptable damage to the character and appearance of the proposed building, or those in the locality. Where acceptable, it should be located in the least conspicuous position, include adequate screening and should be designed as an integral part of the overall form and appearance of the building. Thought should also be given to servicing and access requirements for all plant.

### **Policy 37      Shopfronts and Advertisements**

***Roller shutters that allow no view of the shop during closed hours will not be permitted. Shutter boxes should be incorporated behind the fascia sign wherever possible.***

**(a) Shopfronts**

- (i) Preservation – Surviving traditional shopfronts both in conservation areas and elsewhere in the Borough should be preserved. Original materials should be sympathetically repaired and not replaced.**
- (ii) Alterations to existing shopfronts should retain, repair, restore or reinstate original features, materials, and characterful detailing.**

**On traditional buildings:**

- Replacement window frames should use timber where appropriate and where this is the original material. Replacement windows should copy the original pattern and sectional profiles.**
- Recessed entrance porches should be retained or reinstated if possible**
- New doors, including folding doors, are not acceptable if they unbalance the style or proportions of the shopfront. Schemes for folding doors which replace original or period joinery will not be acceptable.**
- Opportunities should be taken to make sensitive enhancements to access for wheelchair users**
- Blinds should be in keeping with the character of the building. Historic retractable fabric blind boxes and mechanisms should be retained.**
- Metal roller shutters, which allow no view of the shop during closed hours, will not be permitted. Shutter boxes should be concealed internally.**
- Flues will not be permitted on the front of the building. Flues should re-use existing ducts (e.g. chimneys) where possible or be discreetly located at the rear and encased in matching materials.**
- Front extensions or terraces above single storey projecting shop units are not permitted.**

**(iii) The Design of New and Replacement Shopfronts**

**Shopfronts in new buildings should use good quality materials, responding to and enhancing the character of the building, the area, and neighbouring buildings.**

**Replacement shopfronts should always relate well to the character of the building in which they are located and neighbouring buildings. Materials and proportions must be appropriate. Unfinished aluminium or PVCu shopfronts will not be allowed where this would undermine the character of the building or parade. On older buildings, especially in conservation areas, shopfronts should normally use traditional wooden construction.**

**In traditional buildings, replacement shopfronts should restore or interpret traditional designs and features, and visually integrate the ground floor with the upper floors to retain or reinstate the building's architectural unity.**

- Existing poorly designed shopfronts will not be regarded as a precedent.**
- Particular attention should be paid to enhancing verticality and to the profile and cross-section of glazing bars and use of clerestories.**
- Standard corporate logos and designs should be modified to fit in with the character of the building and area.**
- A replacement shopfront should fit into the traditional framework of pilasters, consoles and fascia. Where the shop extends across more than**



**one building or bay, shopfront design should retain or reinstate separate shopfronts.**

**(b) Pub Facades - Policies (a), (c) and (d) will also be applied to proposals for the alteration of traditional pub facades. Traditional attractive pub facades will be protected.**

**(c) Advertisements and Signage on Buildings – Advertisements and signage should respect the scale of the buildings on which they are displayed, together with the surroundings.**

- (i) They should not block views or windows and should not be located in front of buildings unless these screen active building work. Displays above fascia level should not diminish from the architectural quality of the building.**
- (ii) Advertisements should not detract from public or highway safety.**
- (iii) Advertising is generally out of place in any predominantly residential locality and will not be permitted.**
- (iv) In commercial areas, any display must be in scale with a particular building and must not cut across any architectural features.**
- (v) A display must not be unduly dominant and the most important criterion will be the overall visual effect upon the entirety of the building and its surroundings.**
- (vi) Advertisements should not detract from the special character of listed buildings or conservation areas or detract from their setting.**

**(d) Shopfront Advertisements - Shopfronts should avoid excessive advertising. Fascia signs should be proportionate to the size and scale of the shopfront and the building, and be restricted to the area defined by existing original console brackets on the building, or neighbouring buildings, respecting the height of neighbouring original capitals and console brackets. Original features such as cornices, console brackets and pilasters, should not be obscured by fascias. Projecting signs should be limited to one per property, should be limited in size, and located at fascia level. Internally fully illuminated translucent box signs, moving digital displays and message boards and intermittent, flashing or light-projected signs are not permitted unless this is appropriate to the character of the local area. Scroll-bracket mounted hanging signs are preferred, especially on traditional buildings.**

**(e) Advertisement Hoardings - Whether on buildings or freestanding will be approved in those limited circumstances where they do not detract from amenity and/or public and highway safety, and will be limited in scale and number. Advertisement hoardings are not permitted where they would lead to advertisement clutter, on railway embankments, or where they would detract from public realm enhancements within the area and/or prejudice regeneration initiatives. Regard will be paid to the general characteristics of the locality - existing advertisements in the locality will be disregarded in assessing this. Advertisements will be discontinued where they constitute a substantial injury to amenity. Hoardings should in no way detract from the special character of listed buildings or conservation areas or detract from their setting.**

**(f) Shroud Hoardings concealing buildings will not be permitted where they detract from the visual appearance of the location.**

***(g) Footway Advertisements - Advertisements on footways (including private forecourts) will be resisted where they add to street clutter and/or inhibit pedestrian access. They are not permitted in areas of heavy pedestrian flow or within conservation areas, within the vicinity of listed buildings, or where they would obscure views of attractive shops or intrude into predominantly residential areas.***

4.14.24. The design quality of shopfronts and signs contributes significantly to the character of shopping areas, and their replacement by a different design or material requires planning permission. It is important that the design of shopfronts and signs relates well to the scale and original features of the building and surroundings. Shopfronts are also alterations to buildings and so should also follow Policy 36. The borough has numerous Victorian, Edwardian and inter-war shopping parades, and it is important to save the few remaining original shopfronts. Shops that expand often spoil areas by introducing fascias that are out of keeping with the traditional scale of the buildings they are within.

4.14.25. See-through lattice-type security grills allow the window display to be clearly visible and, if the shop is internally illuminated, facilitate diffusion of light to the adjoining street to help enhance security, this may be secured by condition.

4.14.26. Outdoor advertising is important to commercial activity, but advertisements tend by their nature to be prominent and can be unsuitable in some locations. Lambeth has suffered from many large and inappropriately located advertisements. They can, however, enliven drab surroundings, screen eyesores and sometimes may offer an opportunity to improve the environment, for example by including landscaping on the site. The Council will assess advertisement schemes solely by the statutory criteria of amenity and public safety. The policies below give an indication of the key amenity and safety issues relevant. Poorly located advertisement hoardings can be particularly obtrusive and may in some cases pose a danger to traffic. It is therefore necessary to restrict the types of location where such hoardings are permitted.

## **Policy 38 Design in Existing Residential/Mixed Use Areas**

***Proposals to intensify existing residential/mixed-use areas are welcomed where this can be achieved through good design and without harming local amenities. Any attractive prevailing character and appearance of the area should also be protected, particularly within conservation areas and other areas of significant townscape quality.***

***(a) Frontage Redevelopment – Where frontage redevelopment of existing housing is proposed, the replacement housing should be of equal or greater quality to that it replaces. The spacing around the development, and footprint on a plot should be compatible with the character of the surrounding area. Loss of half of a semi-detached pair or creation of a gap in an attractive terrace will be resisted.***

***In the event of redevelopment extending beyond the rear building line of an adjoining property, the proposal should not have a detrimental effect upon its residential amenities.***

***(b) Return Frontage Development - Return frontage development should be compatible with any open character of corner sites, be subsidiary to the***

**frontage building and retain an appropriate garden depth for the existing and proposed dwellings.**

**(c) Backland/In-Curtilage Development - Where backland development is proposed special regard will be paid to the following:**

- (i) The density and height of the proposal which should be subordinate to the frontage housing;**
- (ii) The privacy and outlook from existing dwellings and, in particular, gardens;**
- (iii) Any proposed demolition of existing dwellings or parts of dwellings to form accesses. If this would create an unattractive breach in a consistent street frontage this will not be permitted;**
- (iv) Access arrangements that would cause significant nuisance to neighbouring properties will not be permitted. 'Tandem' developments (backland housing sharing a frontage house access) will not be permitted;**
- (v) Sufficient garden depth and area should be retained by existing dwellings commensurate with their size, character and development should not disrupt uninterrupted rear garden areas of character formed by several properties;**
- (vi) The layout, scale and form of housing visible from the street should be compatible with the predominant scale of housing on the street; and**
- (vii) The effect and cumulative impact of the development on the loss of garden habitat/biodiversity.**

4.14.27. Many of the existing residential areas in Lambeth are under great pressure for development, however many streets have a pleasant mature and consistent character which should be maintained or improved. This includes redevelopment of existing housing, substantial extensions/partial demolitions to form new dwellings, and development in 'backland' plots and in the curtilages of larger dwellings. A genuine concern is that the thrust of national policy on higher densities and towards the 'design led' approach described above will lead to an erosion of the character and qualities of residential areas. Many of these are outside conservation areas, but are still often attractive parts of the borough with a strong inner urban or suburban character. These concerns can often be addressed so that, despite fears about the impact of higher densities, good design can secure more efficient use of land without compromising the living environment.

4.14.28. 'Backland Development' is housing development on land behind the rear building line of existing housing (including where this is being redeveloped), either formerly used as gardens or partially enclosed by gardens. 'Frontage Redevelopment' involves the demolition of existing houses for new development.

4.14.29. Proposals for additional housing are often poorly conceived and executed through not starting from the essential aspects of local residential character. For example many areas of Victorian housing have the character of villas on open plots with large gardens - terraced development within these plots may not be appropriate. Similarly the character of 'garden suburb' areas can be harmed by development on open corners.

## **Policy 39 Streetscape, Landscape & Public Realm Design**

**(a) Streetscape and Areas between Buildings - As much attention should be paid to the design of the areas between buildings as to buildings themselves. Development should provide or enhance an uncluttered, consistent, simple, accessible and co-ordinated public realm, with robust and appropriate materials and landscape design, enhancing the setting, connections and spaces between buildings. The design of public spaces and the style and siting of street furniture should relate well to the surrounding urban context and character.**

**Any new street furniture that does not accord with these goals will be resisted. The design and provision of all important street elements and furniture (including public art) should be co-ordinated, wherever possible, to make a positive contribution, avoid unnecessary clutter, and ensure a safe, informative and attractive environment. Redundant and unsightly street furniture will be removed. The use of integrated street furniture, which combines different functions, is encouraged.**

**(b) Historic Street Environment – Historic street furniture and features such as paving and lighting contribute to the special character, local charm and the distinctiveness of an area. Historic items such as York stone paving, granite setts and kerbs, parish markers, cast iron coal-hole covers, cobbles, street names and signs, street lamps, advertising signs, bollards, post boxes, horse troughs and telephone boxes should all be retained, whether redundant for their original purpose or not. In conservation areas, where appropriate, traditional forms of street furniture will be restored and/or, reintroduced using replicas of the original styles. Proposals to install postal pouch boxes on traditional post boxes will be resisted.**

**Where possible, traditional forms of street furniture will be restored, or reinstated following authentic local patterns and styles. The reinstatement of cast iron or wrought iron railings within the public realm and to the boundaries of private properties will be encouraged, taking account of local examples and the age, style and character of local buildings.**

**(c) Landscape Design – Developments should include landscape design that enhances the area. This will be expected to include:**

- (i) A design which reflects the way in which the area will be used and the character of the locality and surrounding buildings;**
- (ii) An adequately-designed landscaped frontage (including trees and shrubs) where possible;**
- (iii) Consideration of existing trees, shrubs of particular interest, and hedges. This will include the retention of existing trees of high amenity value and their positive integration into new development;**
- (iv) New planting of an appropriate specification (species, size, density of planting) in relation to the size and scale of development;**
- (v) New, integrally-designed, structural landscape features on appropriate larger sites, designed at the same time as the built form and infrastructure;**
- (vi) Boundary treatments such as fencing and railings which complement the development and enhance the street scene;**

- (vii) Screening of access roads and obtrusive development from neighbouring residential properties;**
  - (viii) Approval of any landscape design scheme and implementation, management and/or maintenance programmes, before work on site commences; and**
  - (ix) The protection of valuable existing habitats and maximising opportunities to create or add to wildlife habitats**
- (d) Trees - Trees of high amenity value will be protected, including during construction, through the use of planning conditions and Tree Preservation Orders. The removal of or major works to trees of high amenity value will only be permitted where they are assessed as hazardous, causing proven structural damage to property (where supporting information has been provided and when all other viable alternatives have been explored), or where it can be proven that a protected tree is unreasonably interfering with an individual's enjoyment of his/her property. If protected trees are removed, replacement trees should be planted of suitable maturity and protection, and of potentially equal value within and/or outside the site.**
- (e) Front Boundary Treatments - The loss of paving, front walls, railings or hedges of character and common to the street will be resisted and these should be repaired, reinstated or reproduced where practical. Original front gardens should be protected from front garden parking, basement excavations etc where such work would damage the character and appearance of those front gardens.**
- (f) Means of Access and Forecourt Parking - Should comply with (e) and must comply with minimum parking space size and highway safety requirements. They should not detract from the streetscape or setting of the property, nor create a road/pedestrian safety problem. They are not permitted to the front of listed buildings or in conservation areas or other streets where front gardens and/or lack of dropped kerbs are important features of the character of the area.**
- (g) Public Realm Improvements - The planting of new street trees and shrubs will be promoted and encouraged and, where appropriate through Planning Obligations, the enhancement of the public realm and public realm improvements in the locality will be secured and co-ordinated to the benefit of all in the area, having regard to priorities set within each town centre Forum area.**

4.14.30. Even the most attractive streets and places can be spoilt by inappropriate street furniture and lack of maintenance and co-ordination. Lambeth was one of the pioneers, through the Brixton Streetscape Design Guide, of the approach now adopted throughout London, by the boroughs and English Heritage, in the 'Streets for All' design guide for works to the public realm, to which regard should be had. The Council will seek to develop comprehensive Supplementary Planning Guidance in respect of the detailed townscape treatment of areas of particular importance, and especially areas in which such guidance can contribute to both the success of commercial activities and the enhancement of residential amenities. Among the areas where such guidance is most appropriate is the Waterloo and South Bank area. The public realm is made up of those parts of Lambeth that are available without special charge, for use by everyone, whether publicly or privately owned.

4.14.31. The quality of the built environment is greatly enhanced by considering site planning and the integrated use of hard landscape (e.g. paving, street furniture) and soft landscape (trees, shrubs, grasses) treatments at an early stage in the design process. These need to be designed in relation to the arrangement of spaces, their usage, access, circulation and safety criteria, bearing in mind the overall location of a scheme. Applicants are advised to seek professional advice from a qualified landscape architect, regardless of the scale of the development.

4.14.32. The landscape of a site and the street frontage provide the setting for buildings and make an essential contribution to what constitutes the character of an area. These and elements on private land which contribute to public amenity (such as street trees) constitute the public realm. Soft landscaping is at a premium within the town centres and other urban parts of the borough. In addition to the ecological, aesthetic and micro-climatic benefits, established vegetation helps integrate architecture with the urban landscape, adding to development value. The plan is committed to retaining and preserving the best of the borough's landscape which has taken years to reach maturity, and this will ensure that all new developments make a positive and continuing contribution to the borough's landscape character and that as many existing landscape features as possible are retained. Ensuring adequate maintenance and management schemes for landscape is of particular importance. Where trees and other landscape features are identified for retention, it is very important for appropriate contracting and site supervision procedures to be in place to protect them from damage during and after construction. This is an integral aspect of the design and implementation of the development. The Planning Authority will expect the details of such arrangements to be provided in a Landscape Method Statement.

4.14.33. The plan recognises the contribution that trees can make to the character and amenity of an area and that there is a need to preserve, maintain and, where appropriate, replace existing trees. Trees bring many benefits beyond their obvious landscape and amenity value. They are the principal agent for removing carbon dioxide, one of the 'greenhouse gases', from the atmosphere and are a major net producer of oxygen. Evidence from the National Urban Forestry Unit in 1998 shows that urban trees have "... positive impact on the incidence of asthma, skin cancer and stress-related illnesses by filtering polluted air, reducing smog formation and shading out solar radiation...". Trees bring natural elements and wildlife habitats into urban surroundings, all of which increase the quality of life for residents of the local community (International Society of Arboriculture). Trees also have a role to play in noise reduction. At a local level, trees filter dust from the air, counteract pollution, provide shade in summer, reduce wind speed and support urban bird species. Trees of high amenity value on private land can be protected by Tree Preservation Orders under the Town and Country Planning Acts. Prior notification of works is required in conservation areas.

4.14.34. On many urban sites there will be inadequate space for significant new landscape features and yet the street environment is in need of significant enhancement. Through its planning obligations strategy Lambeth is coordinating improvements in different parts of the borough.

#### **Policy 40 Tall Buildings**

***~~This policy will apply to high buildings over 25m high on sites adjacent to the Thames and buildings over 30m elsewhere. New tall buildings, including extensions to existing buildings, will be permitted where the following criteria are satisfied.~~***

#### **Location:**

~~Tall Buildings should enhance and not detract from London's character, and should enhance the skyline, respecting its historic character. Any proposal should be very carefully related to its surroundings, both existing and proposed and especially to the height and form of any other tall buildings or prominent features in the vicinity. To assist assessment, plans should be accompanied by accurate representations of the appearance of the building in all significant views affected, including the relevant London panoramas, riverscape and local townscapes. Tall buildings should not be located where they would harm the character or settings of:~~

- ~~• Conservation areas~~
- ~~• Listed buildings~~
- ~~• Historic or characterful parks (including views out)~~
- ~~• Important London Squares~~
- ~~• Riverscape and townscape~~
- ~~• High points and ridges~~
- ~~• Strategic views and locally significant views~~
- ~~• The Palace of Westminster and Westminster Abbey World Heritage site~~

~~Tall buildings are more likely to be acceptable in locations:~~

- ~~• Where they will make a significant contribution to the focus and momentum of regeneration or growth.~~
- ~~• Which have high public transport accessibility and capacity (or will have as a result of development).~~

#### **Visual Design Criteria:**

**If the locational criteria are met, then the tall building will need to meet the following visual design criteria:**

- **In view of the inevitable prominence of a tall building it should be of the highest architectural and constructional quality.**
- **It should enhance the skyline through profile and use of materials.**
- **Bulky, solid structures or buildings with unsightly roof plant will not be permitted.**
- **Be constructed to the standard of quality, design, and vision of the original architect.**

#### **Urban Design:**

**Tall buildings should create pedestrian friendly spaces, a suitable high quality public realm, improving the sense of place and identity, and address streets (and potentially the river) with active ground floor uses. The Council will also have regard to the following considerations:**

- **The development should interact with, and contribute to its surroundings at street level.**
- **Development should provide a proper setting and treatment, including the provision of mixed uses, active frontage uses where appropriate, considerable improvements to the public realm, and landscaped open space.**

- *The building should achieve a harmonious relationship when viewed in context with surrounding buildings at street level and as part of the public realm.*
- *The development should have access, servicing, and entrances that do not detract from their surroundings;*
- *The amenities and development possibilities of surrounding sites and buildings should not be impaired. Where this cannot be demonstrated, the proposal should be part of, or accompanied by, a wider masterplan or development framework.*

***Other Considerations:***

***A tall building will also be required to be satisfactory in terms of the following considerations:***

- ~~*Sustainability in design and construction, energy conservation and efficiency*~~
- ~~*Sunlight and shadowing*~~
- ~~*Wind turbulence and micro-climate*~~
- ~~*Noise reflection*~~
- ~~*Safety*~~
- ~~*Public access to high-level viewing opportunities, where appropriate*~~
- ~~*Safeguarding civil aviation, and the Government communications corridor*~~
- ~~*T.V. reception*~~

4.14.35. The impact that tall buildings have upon London's skyline has always been highly controversial. For some, the absence of tall buildings is seen as an advantage — maintaining London's character as a predominantly low-rise city. For others it is seen as a disadvantage harming London's international competitiveness. The policy responds to the widespread concern for a clear policy on assessing the aesthetics and skyline impact of tall buildings in London. It takes account of guidance produced by CABE/EH and the GLA. It provides a balanced approach. Lambeth will support tall buildings in appropriate locations and strongly resists them in inappropriate ones. The policy protects the setting and historic skyline in the most sensitive areas whilst supporting tall buildings of outstanding design where their visual and transport impact can be most easily accommodated. The London Plan provides the strategic framework for tall buildings in the capital. Applications involving tall buildings (over 25m adjacent to the Thames and 30m elsewhere in the Borough) will be referred to the Mayor for his views and over which he has a power of direction or refusal.

4.14.36. Lambeth recognises that tall buildings can have, on the limited sites where they are appropriate, significant benefits in providing the housing and employment space that London so badly needs. Of course the vast majority of new employment and residential development in Lambeth and London will be high density but not in the form of tall buildings. The key argument for tall buildings is that they can make effective use of the limited footprint sites that are available in the most accessible parts of London.

4.14.37. Lambeth will use the criteria in the policy to select areas which might be most appropriate for tall buildings. These are more likely to be locations that would provide a focus and momentum for regeneration or growth or which have (or with the potential to have) high public transport accessibility and capacity. The Council intends to carry out further work, in accordance with the English Heritage and CABE "Guidance on Tall Buildings" to assess if there are areas in the borough that can be



specifically identified as appropriate for tall buildings. The conclusions of this will provide the evidence base for the preparation of SPDs and Area Action Plans for Waterloo and Vauxhall/Nine Elms. In this work, the relationship and height to historic buildings and skylines will be a very important factor.

4.14.38. The policy operates a number of very strict design criteria to ensure that London's skyline is enhanced and that development benefits the local area. Most of the information requested by the Council to assess tall buildings referred to above in Policy 40 would normally be expected to be included within an Environmental Statement if the scheme is considered to constitute EIA development for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 1999. Applicants are encouraged to approach the Council at the earliest stages of the development process so that the need for EIA in each case can be determined.

#### **Policy 41 Views<sup>15</sup>**

~~(i) Strategic Viewing Corridor – Permission will not be granted for developments within a strategic viewing corridor where the height of the viewing plane is exceeded and the strategic views are interrupted; or upon redevelopment, existing tall buildings are not replaced by less intrusive buildings.~~

~~(ii) Background Consultation Areas – Permission will only be granted for developments within the Wider Setting and Background Consultation Areas, where the background of the view is not interrupted by obtrusive development.~~

(iii) Other Views – Permission will not be granted for developments which detract from important views, backdrops or settings of:

- Listed buildings, conservation areas, ancient monuments;
- Landmark buildings and groups (including County Hall, the South Bank Centre, Oxo Tower, Lambeth Palace, the Waterloo churches, Victory Arch, St Paul's Cathedral, Imperial War Museum, Houses of Parliament, Royal Waterloo Hospital, Tate Modern, London IMAX and the London Eye – a view of the Eye/Jubilee Gardens should be maintained from York Road);
- Monuments and statues;
- London squares and historic parks and gardens;
- Views of the City and North London from Brockwell Park, Norwood Park, West Norwood Cemetery, Gypsy Hill, and the Upper Sydenham/Sydenham Hill/Norwood Ridge and views from Streatham Common/The Rookery across the Wandle Valley; towards Pollards Hill and the North Downs; towards Wimbledon and the Thames Valley and other important views, prospects and panoramas; or
- The Thames, its embankments and bridges.

**In assessing visual impact on views and whether the impact detracts from it, regard will be had to:**

- The importance of the view in terms of the number of people using the areas from which the views will be seen and their typical lines of sight and the prominence of the object of the view when seen from that point. Important

<sup>15</sup> The GLA London View Management Framework SPG (July 2007) will be a material planning consideration in determining applications for development buildings that may have an impact on protected views.

*views may be identified in urban design appraisals of key areas (e.g. along the Thames);*

- The impact of the proposal on that view in terms of the extent to which the proposal dominates or blocks foreground views;*
- The degree to which the proposal blocks clear sky against which landmark structures are seen;*
- Whether the proposal adds to or detracts from the quality of the backdrop of the object of the view. This will be assessed in terms of the contribution that the quality of the proposal makes to the silhouette, rhythm and appearance of all buildings against the skyline. However, harm will not necessarily be caused by proximity itself, or by seeing the old and new together; and*
- Whether the improvement to the setting or framing of the view mitigates against some narrowing or loss of the view.*

4.14.39. The London skyline and both short and long distance views are important to London's townscape and historic character. Strategic views of St Paul's Cathedral and the Palace of Westminster are of particular historic importance and must be protected from obtrusive development. Within the exclusion zones along the viewing corridors, developments over the 'trigger' height will not normally be permitted. Applications for buildings in background consultation areas that reach or exceed 'trigger' heights in the exclusion zone will be referred to foreground and backdrop authorities and other appropriate bodies for consideration. The characteristic foreground and setting of the views, including other historic landmarks and features, are important and Lambeth Council wishes to ensure that no development adversely affects these, even if not obstructing specific aspects of St Paul's or the Palace of Westminster. Materials of proposed buildings within the area of protection, the wider setting and the backdrop can significantly alter views. Careful consideration of building materials, finishes and tone can make a proposal more sympathetic to long distance views.

4.14.40. Upon redevelopment the opportunity will be taken to reduce the scale and impact of existing buildings which infringe the strategic views, and backdrop.

4.14.41. Local views of important listed and other landmark buildings or groups of buildings, monuments and statues are worthy of protection, as are views through and from the Royal Parks, London Squares and along or across the River Thames. Of particular importance are views of the London Eye that have become more important to Londoners than views of strategic landmarks. This is not to state that all existing short distance views of the Eye must be protected as this would be stifling development, only those key views forming future urban design vistas. Some new development can better frame these views.

## **4.15. Making the Best of the River Thames**

### **Policy 42 — The River Thames – River and Riverside Protection, Use and Access**

*The River Thames, its banks, docks and foreshore will be protected and enhanced as a strategic open space, major wildlife habitat and transport corridor – the unifying feature integrating the heart of London. To this end:*

*(a) — Development should maintain and improve access to the river and riverside Walkway;*

~~(b) — Improvements to pedestrian crossing of the river and enhanced pedestrian priority on Thames Bridges are promoted;~~

~~(c) — Land-infill, reclamation or development, which encroaches into the River or its foreshore, will not be permitted unless it preserves the Thames' special character and it is essential to the navigation or crossing of the River or to provide for river based recreational pursuits. It should not, unacceptably reduce the storage volume, remove the tidal nature, or increase the velocity or flow of the River causing harm to the matters covered in this policy. Opportunities will be sought, where appropriate outside the area with Dolphin/Sturgeons lamp-stands, to set back new development on the Thames frontage to allow for more sustainable treatment of the Thames and its flood defences.~~

~~(d) — River and foreshore habitats and fisheries, and open spaces and trees along the River should be conserved and enhanced. There should be no harmful release of pollutants from contaminated land into the river;~~

~~(e) — A continuous, safe and accessible riverside walk, as part of the Thames Path, will be secured, maintained and enhanced, linked to the Thames Path in adjoining boroughs. This will be managed and developed as a linear urban park, and will be presented and interpreted to the public. The walkway should be at least 6m wide (and, where appropriate, widened to this through redevelopment), dedicated to public use and open to the public at all times. Development that narrows, diverts or impedes the walkway will be refused. Kiosks and stalls on or adjoining the walkway and routes to it should be carefully located, well designed and strictly limited in number to meet the aims of this policy;~~

~~(f) — Where appropriate improvements to the walkway and routes to it will be secured on development, including public art and improved signage, waymarking and street furniture;~~

~~(g) — The Thames Cycle Route will be maintained and enhanced. Cycle use along the Thames Path will be managed to promote public safety. Alternative routes will also be encouraged;~~

~~(h) — Development should not undermine the continuity or stability of, or access to, flood defences, and should protect/enhance public safety;~~

~~(i) — Access to the foreshore will be maintained, and where appropriate enhanced, providing this does not compromise environmentally or archaeologically important features and is designed within an agreed safety strategy which takes account of the fast tidal flows and high embankments in this stretch of the River, and, subject to the provision of landscaping to prevent undue disturbance to sensitive species of birds;~~

~~(j) — Use of the river for passenger and freight transport is promoted, in particular river bus services integrated with land public transport. Development should not impede navigation along the river or block or impede access to steps or slipways, and should be protected from impact by river traffic. To this end, new piers, jetties and landing places, and supporting infrastructure and facilities, of an appropriate high standard of design, are supported, in association with new Riverside development and at major centres of visitor attraction, providing these meet Thames policies and do not harm the~~

~~listed wall or its setting or lead to the removal of or harm to the setting of Dolphin/Sturgeon Lamp stands. In particular new piers are supported at the Effra site and at Bernie Spain Gardens;~~

~~(k) — River-based recreation and sport is promoted, and development should not reduce access to, or opportunities for, this on the river or the river bank;~~

~~(l) — Thames archaeological heritage should be preserved and enhanced.~~

~~All significant development on the riverbank, Thames or foreshore should incorporate a river impact statement examining how these issues have been addressed. These should be subject to consultation with English Heritage, the GLA and the Environment Agency, before the submission of a planning application.~~

4.15.1. Lambeth has about 3 ¼ km of Thames river frontage, running from Nine Elms and Vauxhall to the Oxo Tower. It includes the setting of the Houses of Parliament World Heritage Site and famous landmarks such as County Hall and the London Eye. The site of the former Festival of Britain is now home to the South Bank Centre, Britain's national arts complex. The river is Lambeth's and London's most important open space.

4.15.2. Unfortunately the river has historically been seen as a barrier rather than a unifying feature for the heart of London. The psychological divide between North and South banks is even starker than the considerable contrasts in economic activity and transport accessibility. Cross river links have been dominated by road and rail bridges, rather than pedestrian links. The Hungerford Bridge scheme has now vastly improved cross river pedestrian links.

4.15.3. The government has designated a special Thames Policy Area. This includes the Lambeth riverside stretch. The purpose of this policy area is to provide a more consistent basis for policy designations and to apply special higher design requirements.

4.15.4. The Mayor of London is proposing to designate London's waterways as a 'blue ribbon network'. The overall aim is to recognise the importance of all of London's water spaces and their inter relationships. Within Lambeth the River Thames and the River Graveney form part of the Blue Ribbon Network. For the River Thames the Mayor is to continue with the Thames Policy Area designation along similar lines to those set out in RPG3b (1997) but with greater emphasis on water activities rather than the current emphasis on riverside development. The proposed boundary of the Thames Policy Area in Lambeth is shown on the proposals map to as far as possible include areas, open spaces and buildings with a visual relationship to and impact on the river, as well as existing designations such as conservation areas. It has been defined in consultation with adjoining boroughs and the GLA following the guidance in RPG3, which has subsequently been superseded by the London Plan. This boundary is particularly difficult to define in terms of clear geographical features in parts of Lambeth, as some areas have a poor relationship to the River, with the potential to improve this through redevelopment. The proposed boundaries have been defined in line with London policy RPG3b para 3.9 following a character appraisal of this section of the river and detailed discussions and consultation with adjoining riparian boroughs and the GLA, there was no objection to the boundaries chosen. The proposed boundaries therefore include open spaces and areas such as Archbishops Park and Spring Gardens, where the aspiration is to improve links to the River and where nearby development.

4.15.5. Access to the foreshore, which is primarily in the ownership of the Port of London Authority, can have both a recreational and educational value. There is a right of access for fishing, navigational and other customary purposes. Public access must be considered in the context of the environmental and archaeological importance of the foreshore, and particularly safety considerations in the tidal reaches below Teddington Lock. The PLA's access survey identified seven access points within the borough of Lambeth, of varying community and environmental quality. The PLA proposes to review its access survey document in consultation with the Council and other partners to determine the extent of appropriate access.

#### **Policy 43     The River Thames Policy Area - Urban Design**

***The special historic and architectural character of the Thames Policy Area (as shown on the Proposals Map) will be protected and enhanced. Development within this area should:***

- (a) Pay particular attention to design quality, appropriate to its context and the character of that stretch of the river (see Table 11);***
- (b) Enhance the character of the river frontage and views along and from the river, from river bridges, and from the opposite bank;***
- (c) Enhance the setting and approaches of riverside buildings and Thames bridges;***
- (d) By the use of scale, massing, height, material and colour the development should frame the river, enhance the sequence and pattern of urban landscapes either side of the river, enhance the riverside silhouette and skyline, and avoid creating an homogeneous riverside environment;***
- (e) Enhance the setting of local landmarks and historic buildings and structures;***
- (f) Enhance and create a safe, attractive and 'people-friendly' public realm, including appropriate landscape design, public art, street furniture and lighting (including lighting of buildings). Any lighting from riverside development should not spill over on to the adjacent foreshore areas, or be a hazard to navigation;***
- (g) Allow sufficient sunlight and daylight to the river and riverside walk, associated open spaces and hinterland development, and not produce excessive wind speeds affecting them;***
- (h) Orientate the layout and access points of development towards the river and river approaches whilst not creating a barrier to the river hinterland. Urban design should have the river's sense of movement and connection at its heart. Where possible, development should create pedestrian routes, squares and open spaces affording public access to and along the river and improved visual and physical links with the river's hinterland and wider Central London (including appropriate signage and way-marking);***
- (i) Create or enhance views or vistas of the river and/or local and strategic views of landmark buildings (including on the opposite bank) in particular the***

**Palace of Westminster/Westminster Abbey World Heritage Site, the London Eye and Thames Bridges;**

**(j) Keep uses, such as car parking and private open space, which gain no benefit from a riverside location, or which are likely to deny access and/or inhibit public enjoyment of the riverside, away from the river frontage;**

**(k) Have a mix of uses on development fronting the river and key pedestrian approaches to the river, including active frontages at ground floor level, and in appropriate locations, incorporate uses benefiting river hinterland communities;**

**(l) Enhance the river edge treatment for nature conservation and flood defence benefits;**

**(m) Protect, restore and enhance the draw dock, slipways, steps, stairs and other historic features associated with the river;**

**(n) Take opportunities to enhance nature conservation and biodiversity. On non-listed/non-conservation area sections of the river wall opportunities should be taken to lower the river wall and introduce terracing with appropriate native species;**

**All significant development should incorporate an Urban Design statement examining how these issues have been addressed. This should be subject to consultation with CABI, English Heritage, the Environment Agency, the Port of London Authority and the GLA, prior to the submission of a planning application.**

4.15.6. The river has been the focus for considerable development activity; a Thameside location adds a premium to development, in particular the prestige associated with the famous views across the river. The south side of the river is no longer a forgotten quarter of abandoned wharves and warehouses, as it was 30 years ago.

4.15.7. One aim of the Government, The Mayor of London and Lambeth is for the Thames to provide a prestigious and dramatic setting for development. A special quality is required of buildings and the spaces between buildings to make an important contribution to London's image and status as a 'World City'. The Thames should be the cornerstone of development, the creation of a homogeneous waterfront blocking sunlight and daylight to the riverside walk with little relation to the communities behind should be avoided. Policies 40 and 41 deal with the issue of views and tall buildings.

**Table 11 Character appraisal of the River Thames in Lambeth**

- South Bank - From Bernie Spain Gardens to Westminster Bridge, open spaces and large arts and tourist buildings in the form of pavilions with a strong horizontal emphasis, offset by landmark feature of the London Eye.
- Albert Embankment - North: St Thomas's/Archbishops Park and Palace. Medium rise public and institutional buildings, most of historic/architectural importance. Open aspect and setting for Houses of Parliament.

- Albert Embankment - South: From Lambeth Bridge to Camelford House. Medium rise, generally dull buildings, set back from river behind thin strip of open space. Currently a drab 'wall' effect.
- Vauxhall/Effra: South of Camelford House, including M16 and Effra Site; new office and residential development in the form of substantial pavilion buildings.

More detailed character appraisal to be published as supplementary planning guidance

#### **Policy 44 Permanently Moored Vessels and Structures on the Thames**

***Proposals for permanent moorings will only be permitted for uses that enhance the river life and scene, which require such a location and which are orientated towards public access and enjoyment of the river.***

***Proposals should comply with all other policies concerning protection of the Thames, access to the Thames and Thames Navigation, and:***

- (a) Should not adversely affect the open aspect, historic setting or security of the river frontage, archaeology of the foreshore and banks between Vauxhall Bridge and Waterloo Bridge, (Permanently moored vessels should be located outside the area between Lambeth Bridge and Waterloo Bridge, and in the stretch between Lambeth Bridge and Vauxhall Bridge should be restricted in number and to non-prominent locations close to these bridges. East of Waterloo Bridge these should be restricted to developments necessarily related to the South Bank Centre or to open space);***
- (b) Should have adequate access and arrangements for visitors, drainage, waste disposal and servicing, but not require excessive on-shore areas for servicing;***
- (c) The number, size and density of boats or other structures at any point should not impede views across the river from the riverside particularly of landmark buildings, and, should be in scale with the river scene;***
- (d) The vessel or structure should be of outstanding architectural or historical importance, or have some special maritime interest;***
- (e) New structures on or over the foreshore should be designed to minimise any environmental impacts, and***
- (f) Any ancillary riverside equipment must be robust, safe and appropriate in scale, design and materials for the riverside setting.***

4.15.8. The Lambeth riverfront is the setting to world famous historic buildings, including the Houses of Parliament World Heritage Area. In recent years there has been a growing pressure for permanent mooring of vessels for a variety of entertainment and other uses. Whilst such vessels can bring life and vitality to the riverside they can also affect views across the Thames and have environmental, ecological and nature conservation impacts. The availability of moorings that would not block river navigation is very limited and the opportunities available must be used wisely for uses requiring a river location.

## 4.16. Protecting Lambeth's Built Heritage

### **Policy 45 Listed Buildings**

**(a) Preservation - The Council will preserve listed buildings for their special architectural or historic interest. Consent for the demolition of a listed building will only be granted in exceptional circumstances.**

**(b) Alterations and Extensions - Consent for alterations and extensions may be granted where the result preserves the special interest of the building. Where repairs, alterations (including shop fronts) or extensions are necessary, they must relate sensitively to the original building and will require craftsmanship and professional skill of a high standard. There will be a presumption in favour of the use of original materials and traditional repair and construction methods. All aspects of proposals should be necessary and should protect the architectural or historic integrity and detailing of the exterior of the buildings and valuable interiors, and should be fully in accord with the period, style and detailing of the building. Where the existing original roof structure is of specific architectural or historic interest, it should be preserved. Extensions that adversely affect the internal appearance of listed buildings will not be acceptable.**

**(c) Repair and Retention - To protect historic quality, retention and repair of features, rather than replacement, will be expected. The applicant will need to demonstrate that alterations, extensions and other structural works to listed buildings can be carried out without putting the retained historic fabric at risk.**

**(d) Original Features - Features of architectural or historic interest should be retained, including internal and external decorative features such as: fireplaces, windows (including shop fronts), external and internal doors, panelling, window boxes and shutters, staircase balustrades and other decorative woodwork, decorative ironwork, tiles, plaster, stucco work and other features of importance. Where such features are beyond repair or missing, they should be replaced with historically accurate replicas using traditional materials and craft techniques. Redundant historic materials should be retained for re-use wherever possible.**

**(e) Plan Form - The original plan forms and internal and external spatial quality of historic buildings should be preserved and not compromised by unsympathetic alterations or extensions. Proposals for lateral conversion between historic buildings where this would compromise their original plan forms or adversely affect the internal appearance of important rooms or spaces will be refused. In general, it will not be acceptable to make breaches in the party wall between historic buildings on the ground and first floors or in other sensitive locations, or to demolish and redevelop behind a retained façade. This is particularly important for 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> Century buildings of cellular form.**

**(f) Setting - Development which adversely affects the setting of a listed building, or significant views of a listed building, will be refused.**

**(g) Changes of use - Wherever possible, the original use of an historic building should be retained, particularly if it is residential. If the use has been changed from the original, reversion to the original may be desirable. In some**



***cases, the survival of the building may entail finding an alternative appropriate new use - this should minimise damage to historic or important features and statutory requirements, such as fire escapes and services, will need to be integrated sensitively.***

***(h) Listed Building Planning Applications - Listed Building Applications involving alterations to listed buildings should include photographs and a schedule of building works. Planning applications affecting listed buildings should be fully detailed and not in outline form.***

***(i) Listed Buildings at Risk - The Council will work with owners of Listed Buildings and English Heritage to bring into sustainable use and good repair and thus preserve Buildings-at-Risk in the Borough.***

4.16.1. The Secretary of State for Culture, Media & Sport is required to compile and maintain a list of buildings of special architectural or historic interest, known as Statutory Lists. Additions of appropriate buildings may be recommended to the Secretary of State for Culture, Media and Sport for inclusion in the Statutory List. Buildings on these lists are classified in grades to show their nationally assessed importance.

4.16.2. There are over 2,250 listed structures in Lambeth, including six Grade I listed buildings (e.g. the Royal Festival Hall, Christ Church Streatham and Lambeth Palace) and over 60 particularly important Grade II\* buildings and monuments. The remainder have Grade II status. As buildings of special architectural or historic interest, every effort is made to preserve and enhance them. The listing of a building at any grade, includes its interior as well as its exterior, and consent may be required for internal alterations. Advice of the Councils Conservation Team should be sought before carrying out changes to the interior of a listed building.

4.16.3. There is a general legal presumption in favour of the preservation and retention of listed buildings. The fact that a building is listed means that proposals for demolition (including alterations involving demolition of a material part) of a listed building, and for changes which affect its character as a building of special architectural or historic interest must obtain 'listed building consent' from the Local Planning Authority. PPG15 provides advice on the identification and protection of historic buildings and lists the tests that must be passed for loss of listed buildings to be acceptable. Listed building consent for demolition, or alteration involving partial demolition, will only be granted in exceptional circumstances, when this meets the specific criteria of paragraphs 3.17-3.19 in PPG15. Applications for listed building consent and planning permission should be dealt with concurrently.

4.16.4. Schemes for the alteration of listed buildings are best prepared by a specialist conservation architect or surveyor. The Society for the Protection of Ancient Buildings (37 Spital Square E1; tel. 0207 377 1644) can suggest names from their list of experienced architects and surveyors who follow conservation principles.

4.16.5. The Council will generally wish to see the original structure and historic fabric of any listed building or group preserved. Disturbance caused by major works can turn minor weaknesses into serious defects requiring further works, which in turn can further disturb the structure, perhaps putting adjoining buildings at risk. Therefore alterations must often be restricted to a modest scale, and the Council will not necessarily accept that minor defects are a justification for major reconstruction works. Full regard will be had to the viability issues regarding the future use and maintenance of listed buildings in line with national policy.

4.16.6. The Council will promote the repair, preservation and, where applicable, the enhancement (by the reinstatement of architectural detailing) of buildings of architectural or historic interest by:

- (i) The encouragement of individual owners to undertake such works as may be necessary;
- (ii) Promoting and ensuring the best use of public and private organisations' grant aid schemes for the restoration of historic buildings; and
- (iii) The use of available statutory powers under Sections 4, 47 and 48, and 54 of the 1990 Planning (Listed Buildings and Conservation Areas) Act and Section 215 of the 1990 Town & Country Planning Act to achieve the repair of neglected listed buildings, through repairs notices and compulsory acquisition, if appropriate, or other relevant means. The Council will collaborate with English Heritage and local residents' groups in a joint strategy to tackle those buildings in the borough identified on the English Heritage Register of Buildings at Risk in Greater London, and those unlisted buildings in conservation areas requiring positive action. In some case grant aid from English Heritage may be appropriate. Guidance on repairs is given in PPG15 Planning and the Historic Environment Appendix C and from English Heritage and special organisations (Georgian Group, Victorian Society, etc).

4.16.7. The number of listed buildings at risk in the borough has fallen from 29 in 2000 to 27 in 2004 and continues to fall.

4.16.8. In order to reduce the risk of theft of architectural features from historic buildings, the Council may request additional security arrangements on site during building works.

4.16.9. Where proposals for 'enabling development' are submitted affecting the historic environment then full regard will be had to guidance published by English Heritage.

#### **Policy 46 List of Buildings of Local Architectural Interest**

***The Council will compile and adopt a list of buildings and structures of local historic or architectural interest.***

***The Council will use development control procedures to resist proposals for the demolition or inappropriate alteration of buildings or structures on the local list. This may, in appropriate cases, result in the urgent inclusion of a building in a Conservation Area, or imposing reasonable restrictions on the redevelopment of the site.***

***Proposals for the alteration or extension of buildings on the local list will be expected to relate sensitively to the building or structure, and respect its architectural or historic interest. The Council will seek to preserve features of such buildings which contribute to that interest.***

4.16.10. Lambeth has a wealth of attractive and historic buildings that make an important contribution to the character of the Borough, although they are not eligible for inclusion in the Statutory List. The local list will identify such buildings as being worthy of retention, in accordance with the advice of PPG 15 - Planning and the Historic Environment. In assessing buildings, the age, architectural or historic interest,

and the contribution to townscape will be important considerations as well as criteria and guidance produced by English Heritage.

Buildings on the local list will not have the full protection of statutory listing.

4.16.11. The list will be periodically reviewed by the Council and buildings will be considered for inclusion as and when they are drawn to the attention of the local authority, in response to development pressure, and by submissions from the public.

#### **Policy 47 Conservation Areas**

***(a) Protection - Development proposals in a conservation area should preserve or enhance the character or appearance of the conservation area.***

***(b) Design Guides - Lambeth will designate new conservation areas where the character of the area justifies this. The Council will prepare and adopt character appraisals for its conservation areas.***

***(c) Demolition - The Council will resist granting consent for the demolition of a building, or a substantial part of a building that makes a positive contribution to a character or appearance of a conservation area.***

***The demolition behind a retained façade is generally destructive to the character of a building and should be avoided, particularly for traditional buildings of cellular form such as houses.***

***Where demolition in a conservation area is acceptable, for example because the building does not contribute to the area, and its redevelopment would be beneficial in townscape term then a full planning application will be required to accompany the application for conservation area consent. Such replacement buildings should follow policy 33 and the opportunity should be seen as a stimulus to imaginative, high-quality design. Consent for demolition will be subject to a condition and/or section 106 agreement that the building shall not be demolished until a contract for new work has been made and planning permission for those works has been granted.***

***(d) Alterations and Extensions - Alterations to elevations of buildings in conservation areas, including window designs and shop fronts should preserve or enhance features of the original building, having regard to policy 36.***

***Characteristic features such as doors, canopies, windows, porticos, porches, roof details (e.g. chimneys, chimney pots, roofline and pitch) and party wall upstands should be retained and not unacceptably altered, even when these elements may be redundant.***

***Extensions to buildings in conservation areas should not alter the scale or roofline of the building detrimental to the unity or character of the conservation area and should be complementary to the original building in elevational features. Where minor alterations and development, individually and cumulatively, are leading to an erosion of the character and appearance of a conservation area, then public consultation powers (under article 3 (1) and 4 (2) of the GDPO 1990) will be used to bring such changes under planning control.***

**(e) Boundaries - Development should preserve and reinstate characterful traditional uniform boundary treatment of the area, for example re-instating front boundary cast iron railings, or brick garden walls.**

**(f) Open Areas - In conservation areas, the loss of the following, or views of the following, where possible will be resisted where they form an integral part of the character or appearance of the area – landscaped areas, private and public gardens, original and characterful garden boundaries, trees of amenity value and hedges.**

**(g) Setting and Views - Development outside conservation areas should not harm the setting of the area or harm views into or from the area.**

**(h) Outline Applications - Applications in conservation areas should contain sufficient detail to enable assessment within the townscape context. Outline applications will generally not be acceptable, other than in those limited circumstances of regeneration areas. (E.g. South Bank Centre and Town Centres), where a masterplan or development framework of sufficient detail is approved. The outline consent can help guarantee the delivery of the objectives of the masterplan or development framework and the protection of the special character or appearance of the Conservation Area.**

**(i) Changes of Use - As Policy 45 (g)**

**(j) Enhancement - The enhancement of conservation areas and the improvement and restoration of properties within conservation areas is encouraged and will be promoted in conjunction with local residents and societies.**

4.16.12. Lambeth has over 50 conservation areas covering over 1/4 of the borough. Lambeth has an outstanding heritage, spanning over 500 years of development, and the effective management, preservation and enhancement of this historic townscape is a major challenge. Considerable strides have been made in the last three years, after many years of neglect, by the appointment of a small but dedicated conservation team. The boroughs heritage is now seen as a major spur to conservation - led regeneration. Lambeth continually reviews conservation area coverage and a number of designations, extensions and de-designations have or are being carried out.

4.16.13. The physical survival of Lambeth's past is to be valued and protected as part of the borough's cultural heritage and the sense of identity of London. The physical survival of our past adds to the quality of our lives, by enhancing the familiar and cherished local scene and sustaining the sense of local distinctiveness that is such an important aspect of the character and appearance of the borough. The historic environment is also of immense potential for the regeneration of the borough.

4.16.14. Lambeth is committed to conservation area management (see below):

### **Conservation Area Management**

Designation is just the beginning of the conservation process. Conservation will only have a firm basis where the features that define the character of conservation areas are identified by a survey and analysis of the architecture and history and enhancement opportunities of an area. On this basis the intention is to carry out character appraisals for each conservation area. Designation enables Lambeth to

exercise control over the demolition of buildings and the loss of trees. In addition there are other controls restricting 'permitted development' rights. Following on from the character appraisals, Lambeth is undertaking a process of conservation area management. This examines how these controls are being, and should be, implemented. Depending on the qualities and merits of each conservation area, the safeguards provided by the General Permitted Development Order may not be adequate to retain the overall prevailing character of buildings and frontages and a degree of 'fine tuning' through an Article 4 direction (which confers additional powers of control) may be issued where justified. The public has a right to expect clear guidance on how planning controls will be exercised in conservation areas, especially when such special controls are introduced. Successful conservation depends on a positive approach by the Council and the interest and cooperation of the public. For this reason Lambeth is issuing conservation area design guides. These comprise special policies for individual conservation areas, issued as supplementary planning guidance, giving clear guidance on what applications will and will not be approved. New development and enhancement proposals in conservation areas should have particular regard to these guidelines. Design guides and directions are the subject of consultation with local residents, with designations we will normally pre-consult, in ways appropriate to that area, but may not do so, for example, if there is a perceived consequential risk to the buildings in the proposed area.

4.16.15. Conservation Areas have special protection in that most works of demolition require a particular form of consent (Conservation Area Consent). The Council will use this power to control unnecessary demolition of buildings. Where demolition is proposed, applicants will be required to justify the demolition of a building which the Council considers makes a positive contribution to a conservation area, and have regard to paragraphs 3.16-3.19 of PPG15: Planning and the Historic Environment.

4.16.16. The main threat to most of Lambeth's conservation areas is not the threatened loss of buildings but the gradual erosion and alteration of individual elevational features that together, give the conservation areas their special character. This is particularly the case with rendering/painting, roofing replacements, and replacement of original windows. Where necessary Lambeth will apply or seek, following consultation, for restrictions on 'permitted development rights' through article 4(1) and 4(2) directions to bring these matters under greater control. In all cases the presumption will be in favour of retention of original materials. For example carefully maintained box sash windows can last for generations and can be supplemented by internal secondary glazing. Materials such as PVCu windows are strongly discouraged. In relation to alterations and extensions regard should be had to residential design guidance for alterations and extensions.

4.16.17. An essential element of the borough's conservation areas is the landscaping and garden areas within them. Views between gaps in buildings of rear garden areas are also an important feature in some conservation areas.

4.16.18. Improvements to buildings in conservation areas help ensure their retention and contribute to overall appearance of the area. English Heritage has successfully operated a discretionary grant system for some years, which may help owners of Grade I and II\* listed buildings to do necessary work to properties, encouraging improvements in keeping with the original design of property, using traditional materials. In addition, there are a number of Conservation Partnership/Heritage Economic Regeneration Area schemes currently operating in Lambeth which grant aid for certain external works to selected historic properties.

4.16.19. In some areas there is the potential to complete squares, terraces etc. of important buildings damaged by bombing or subsequent insensitive development, through infill development which replicates the elevational treatment of existing properties e.g. Albert Square. Similarly, there are other areas which have had later front additions, where Victorian single storey retail units were built in the front gardens. With changing retail patterns some of these are of no merit outside identified centres and might be surplus to needs. Restoration of a section of frontage might be desirable. Such proposals shall be considered against plan policies.

4.16.20. In many instances the major design concern is on the setting of conservation areas or on an area outside one. The fact that an area is outside a conservation area does not mean design issues are unimportant, as achieving the highest quality designs can be vital in regeneration areas outside conservation areas.

#### **Policy 48 — Archaeology: Recording and Analysis of Buildings**

~~(a) — Archaeology — Where development proposals may affect the archaeological heritage, applicants should properly assess and plan for the archaeological implications, in accordance with national policy. This may involve desk-based assessment and/or preliminary archaeological site evaluations before proposals are determined. Within Archaeological Priority Areas (as shown on the Proposals Map) the Council and English Heritage will advise where planning applications should be accompanied by a desk-based archaeological assessment. This should be commissioned by the applicants from a professionally qualified archaeological organisation or archaeological consultant.~~

~~Suitable design, land use and management should be adopted to safeguard archaeological sites.~~

~~The most important archaeological remains and their settings should be permanently preserved in situ, with public access and display where possible.~~

~~In the case of sites of archaeological significance or potential, where permanent preservation in situ is not justified, provision shall be made by the developer for an appropriate level of archaeological investigation and recording, which should be undertaken by a recognised archaeological organisation before development begins, in accordance with a project design approved by the Council. Such provision shall also include the subsequent publication of the results of the excavation.~~

~~(b) — Recording and analysis of buildings — In schemes involving substantial alteration or refurbishment of a listed building or other important historical building, the Council may require a historical and architectural recording, analysis and assessment to be prepared and agreed by the Council, prior to the approval of the detailed scheme, in order to inform and guide the building intervention.~~

~~(c) — Industrial Heritage — The Council will promote the evaluation, conservation and interpretation of the Borough's industrial heritage.~~

~~The Council will liaise with the Greater London Industrial Archaeological Society (GLIAS) to maintain and develop a schedule of sites of industrial heritage significance to which this policy applies.~~

~~The criteria for considering potential additions to the schedule will include importance of local industrial heritage, contribution to visual or historic industrial character, and industrial architectural or industrial archaeological value.~~

~~Development proposals affecting industrial heritage sites will be expected to:~~

- ~~• Ensure or enable the evaluation of the industrial heritage value of the site is carried out prior to any development, in particular prior to construction or demolition.~~
- ~~• Re-use where possible any existing buildings contributing to industrial heritage.~~
- ~~• Preserve part or all of any industrial remains of heritage interest within new development schemes with provision of interpretative facilities where possible.~~
- ~~• Provide adequate interpretative facilities, such as a panel, within the new development.~~

~~Structures of industrial architectural or historic interest should be considered for addition to the schedules of ancient monuments, listed buildings or buildings of local list as appropriate.~~

4.16.21. Archaeological remains constitute the principal surviving evidence of the Borough's past but are a finite and fragile resource that is vulnerable to modern development and land use. Once removed, that part of the Borough's past is lost forever. The Council considers that the archaeology of the Borough is a community asset as an educational, recreational and tourist resource: its preservation is a legitimate objective, against which the needs of development must be balanced and assessed. The destruction of such remains should be avoided wherever possible and should never take place without prior archaeological assessment, excavation and record.

4.16.22. The Greater London Archaeology Advisory Service has identified 17 Archaeological Priority Areas as shown on the Proposals Map. New development within these areas must pay particular attention to this policy. It should be noted that the priority areas represent current knowledge and are not a definitive statement of the extent of the Borough's archaeological resource. The Council will require similar information and safeguards for development proposals outside the designated areas where there are reasonable grounds to believe that archaeological remains may be threatened by the scale or location of new development. New Archaeological Priority Areas may be designated as more information comes to light.

4.16.23. PPG 15 states that some historic buildings are of intrinsic archaeological interest. This is applicable whether or not a building is afforded statutory protection. It is important that the significance of structures and the impact of proposed alterations be assessed prior to determination of the application. This will enable informed decisions to be reached and where permission is granted, an appropriate level of mitigation to be implemented. The Council will consider, in all cases of alteration or demolition, whether a condition should be applied to consent to enable the recording of features that would be destroyed in the course of the works. A qualified contractor, in accordance with a project design approved by the Council should undertake all recording and analysis.

## 4.17. Protecting Open Space

### **Policy 49 — Metropolitan Open Land**

~~Areas designated as Metropolitan Open Land are shown on the Proposals Map.~~

~~These strategically important open spaces are protected and there is a presumption against inappropriate development.~~

~~Within Metropolitan Open Land, development will be inappropriate unless it is used for any of the following purposes:~~

- ~~• Essential facilities for outdoor sport and recreation, for cemeteries and other uses of land which preserve the openness of the MOL and which do not conflict with the purposes of including land within it;~~
- ~~• Limited extension, alteration or replacement of existing dwellings;~~
- ~~• Essential facilities for appropriate uses will only be acceptable where they do not have an adverse effect on the openness of MOL.~~
- ~~• Material changes in the use of land, including engineering and other operations will be inappropriate development unless they maintain openness and do not conflict with the purposes of including land in MOL.~~

4.17.1. Metropolitan Open Land (MOL) is the highest category of open land within the built up area of London, protecting the character of open land which has a strategic importance and a significance (generally because of its size and catchment area) extending across a significant part of London. The status of this is confirmed in the Mayor's London Plan. The general principles of control over development in the Green Belt set, out in PPG2, also apply to Metropolitan Open Land. The purpose of Metropolitan Open Land designation is to protect open land defined as being of strategic importance.

4.17.2. Metropolitan Open Land is defined by the London Plan as any land, publicly or privately owned, with or without public access, which fulfils one or more of the following criteria:

- (i) It contributes to the physical structure of London distinguishable from the built up area;
- (ii) It provides open air facilities for leisure, recreation, sport, arts, cultural activities and tourism which serves the whole or significant parts of London;
- (iii) It contains features or landscape of historic, recreational, nature conservation or habitat interest of value at a metropolitan or national level; or
- (iv) Land that forms part of a Green Chain and meets one of the above criteria.

4.17.3. Given these criteria, appropriate uses of MOL land within Lambeth may include:

- Public and private open space, and playing fields, and open air recreation activities;
- Woodlands and orchards;
- Rivers, reservoirs, lakes, docks and other open water;
- Allotments and nursery gardens;



- Cemeteries; and
- Nature conservation.

Clapham Common, Streatham Common, Brockwell Park, Jubilee Gardens (including the adjacent Hungerford Bridge car park site) are classified as Metropolitan Open Land. Nonetheless, the Plan affords very strong protection to other valued open spaces in the Borough (see Policy 50).

Hungerford Car Park's designation as MOL was considered in considerable detail by the UDP Inspector. The Inspector considered the case put by the South Bank Centre that Hungerford Car Park is the only location within the South Bank arts and culture complex where a new auditorium could be located. He concluded that this was a persuasive argument. However, in the absence of specific proposals indicating the amount, form and location of any enabling development he concluded that at least for the time being that Hungerford Car Park should remain as MOL in its entirety.

The Inspector stated that his deliberations were guided by the undisputed objective of retaining and creating a world class arts and culture facility on the South Bank fit for the 21<sup>st</sup> century. Balanced against which is the eminently sound planning objective of extending Jubilee Gardens to create a coherent public open space of metropolitan value to serve the increasing number of residents, workers and visitors. The Council supports this approach and will address this issue in detail as part of the preparation of the Waterloo Area Action Plan.

4.17.4. In Lambeth one small change is proposed to the boundaries of Metropolitan Open Land where exceptional circumstances meriting alteration have been found. Woodfield Recreation Ground and the adjoining playing field of Streatham Hill and Clapham High School form a visual extension to the adjoining Tooting Bee Common (in Wandsworth).

## **Policy 50 Open Space and Sports Facilities**

***The Council will protect Open Space in the Borough (as identified on the Proposals Map and as defined below) from inappropriate built development. Inappropriate built development includes:***

- (i) Development that would result in the loss of or damage to open space.***

***Exceptionally, some development on open space sites may be permitted if it comprises:***

- (i) Small-scale development that is ancillary to the use and enjoyment of the open space; or***
- (ii) Development that facilitates or enhances public access; or***
- (iii) Development that makes compensatory provision in the vicinity for replacement open space of equal or better quality and size; or***
- (iv) The selective development of housing amenity areas where significant regeneration and community benefits will be achieved which could not be achieved in any other way, for example in relation to estate-based regeneration projects. Such development would be acceptable where the resultant quality of local housing amenity areas is significantly improved; or***
- (v) Development which protects the nature conservation value and biodiversity of the land.***

**The following criteria relating to some of the specific open space types occurring in the Borough also apply:**

**(a) Parks – In considering development proposals in parks, the Council will ensure an appropriate balance between active recreation and quiet enjoyment. The enhancement and improvement of parks is promoted in accordance with Lambeth’s objectives for parks, in particular in terms of biodiversity, safety, and accessibility (see Table 12).**

**(b) Commons and Rush Common Protected Land – Lambeth’s commons are dedicated forever to, and for the use and recreation of the public as open and unenclosed space. Where these are subject to planning control, buildings, paving, extensions and enclosures will not be permitted on commons land and on Rush Common protected land (as shown on the Proposals Map). There will be a presumption against the use of commons other than for recreation and for short term and strictly regulated events. The use of commons for commercial, industrial and transportation purposes will not be permitted unless directly required to maintain or enhance activities associated with the open space. Past breaches will be removed. The restoration and improvement of commons in line with relevant legislation is also a priority.**

**(c) New Open Space, Greening, and Green Chains – The creation of new open spaces, urban “greening” initiatives, and the linking and improvement of open spaces will be supported, especially in areas deficient in these features. Developments which materially add to the demand for open space, which are proposed in an area of open space deficiency, or where existing open space needs improvement, will be required to contribute to appropriate improvements in open space provision in the immediate area. Where on-site provision or provision in the immediate area is impractical or insufficient, developers will be required to contribute to such initiatives elsewhere. Arrangements for the long-term maintenance of new and improved open spaces will be secured.**

**(d) London Squares – Development affecting the setting of a London Square will be refused where this harms its character or is for other than the authorised purposes as an ornamental garden, or pleasure garden for play, rest or recreation.**

**(e) Historic Parks and Gardens – The character, appearance, and setting of sites, including original or significant design, landscape and built features will be protected and restoration supported. This applies to sites included on the English Heritage “Register of Parks and Gardens of Special Historic Interest.”**

**(f) Indoor Sports Facilities - Indoor sports facilities (including the Brockwell Lido) will be protected unless they are replaced on-site or at a more appropriate location. A new indoor sports facility serving the north of the Borough will be supported.**

**(g) Outdoor Sports Facilities – Whether private or publicly-owned, and including playing fields, bowling greens, courts and ancillary facilities will be protected for sporting use unless replacement facilities of equivalent size and improved quality are provided in the locality. This includes appropriately located facilities in designated parks and other open spaces, private and public playing fields and courts. Any development relating to these should benefit the sporting use. Additional sports pitches will be provided in Lambeth parks in**

***those parts of the borough where there is a shortage, subject to maintaining a balance with the informal use of the park.***

***(h) Allotments - The loss of statutory or non-statutory allotments is not permitted whether or not currently in use as an allotment.***

***(i) Children's Play Facilities - The provision of suitable play areas for pre-school and junior children to National Playing Field Association standards will be sought, where appropriate in residential developments of 10 or more units (or 0.1 Ha or more) or in large scale mixed developments. Where such provision is not appropriate on site, contributions to their provision in a more appropriate location may be acceptable. Arrangements for the long-term maintenance of these play areas will be secured. Redevelopment of play areas will only be considered where facilities of equal size and quality are provided within the development site or at a more appropriate and safely accessible location prior to the commencement of the development.***

***(j) Cemeteries and Burial Space – Proper provision of burial space and related facilities will be made whilst taking account of nature conservation. West Norwood cemetery will be managed in accordance with conservation and ecclesiastical law.***

4.17.5. Policy 50 is concerned primarily with the protection of open spaces in the borough. In case of open space in adjoining boroughs used by Lambeth residents the Council will seek to protect it as a consultee. There is a broad range of open space types, open space being defined as follows:

“All land use that is predominantly undeveloped other than by buildings or structures which are ancillary to the open space use, whether in public or private ownership and whether public access is unrestricted, limited or restricted.”

Source: Mayor of London, 'Draft Guide to Preparing Open Space Strategies'

4.17.6. Whilst the underlying principle of this policy is the protection of open space from inappropriate development, the Council recognises that there will be limited circumstances where it may be appropriate to allow development. The policy sets out the type of development which might be permitted as an exception to the principle of the protection of existing open space.

4.17.7. Parks and greenspaces play a vital role in shaping both the landscape and historic character of Lambeth as well as the quality-of-life opportunities that benefit the communities who live around them. Not only do they provide informal and formal recreation but they also contribute to nature conservation and biodiversity. This is the case almost everywhere, but becomes even more apparent in urban areas where the built form places far greater pressures on the surrounding environment. Different types of park can be categorised according to a classification across London (See Table 13). Proposals affecting parks and gardens registered on the English Heritage Register of Historic Parks and Gardens of Special Historic Interest should preserve and enhance their historic character and appearance. The only registered park not yet designated (Ruskin Park) is now proposed for designation to encourage its presentation and enhancement.

4.17.8. Parks are now getting much greater recognition in terms of the importance of open space provision and the levels of investment they receive. Initiatives such as Neighbourhood Renewal recognise the importance of investing in open space and

often see it at the centre of major regeneration programmes. The importance of parks and greenspaces in supporting the health and well-being of the community, as well as supporting the sustainable development of Lambeth, is becoming increasingly recognised and supported. However, the time is now ripe to formalise these links and to provide a focus for activity and priorities for action.

4.17.9. There are many demands for built development on open space, and it is the purpose of the plan to achieve an overall balance of land uses in the borough. Once it is lost to buildings, open space is usually lost forever. There is near unanimity amongst the public that open space should be protected and, where necessary, improved, restored and regenerated. Communities living on intensified sites in increased densities will require more and better quality public open space. The crucial aspect for the UDP to deliver is the best balance between meeting housing need and protecting and delivering open space for existing and future borough residents. A simple arithmetical assessment of open space is no guarantee of quality before or after. However, any proposal for net loss would have to be very carefully justified and benefit the space overall.

4.17.10. Most, but not all, open space in Lambeth is owned by the borough. Again much, but by no means all, of it is managed as parks, although there are other public spaces. Most are recorded on the proposals map although there will be spaces too small to map which meet the definition.

4.17.11. Lambeth has launched a 15-year Strategic Parks and Greenspaces Strategy. This examines how investment into areas like Clapham Common, Streatham Common, Brockwell Park, Kennington Park and West Norwood cemetery can be drawn in from a variety of sources; how the community can become more closely involved in the management of the spaces and how to use open spaces as a way of promoting health throughout Lambeth. Here local people would work with independent parks designers and architects to develop action plans for the parks. However there needs to be balance between their views and that of other potential users or non-users. These could look at not just the parks but the surrounding areas and access points and streets leading to them. In some cases there may be the case to remodel the spaces to provide a better and less diffuse boundary, extending them where it makes sense. In others there may be the potential for developing unsafe areas to provide a clearer boundary and provide the natural surveillance by houses or public buildings lost when original streets were torn down.

**Table 12 Developing a Strategic Approach Towards the Management of Lambeth's Parks and Greenspaces**



**Source: Parks and Greenspaces Strategic Plan 2002**

4.17.12. In each case the facilities that local residents say they need would be paramount. Regeneration projects in and around parks would need to be planned together. The previous table lists the objectives this sets for the management of open spaces.

4.17.13. Parks will always need to maintain a balance between being places of quiet enjoyment and places of active recreation. This needs to be weighed between users and potential users. Where there is high active recreation then this needs to be separate or clearly identified within a park – this could be achieved through signage, enforcement of no-ball areas, etc. The largest conflict is between ball games and passive users to the park. Planning proposals to increase active use, such as floodlighting and all weather pitches have proven controversial, though there is a shortage of such facilities in Lambeth.

4.17.14. One of the major planning issues concerning parks has been a lack of demarcation. Slum clearance created many open areas, but sometimes it has been unclear whether, or in which parts, they have been managed as housing amenity space or public open space, or whether they have been managed at all. In some cases ownership and management records are unclear. In some parks the original foundations of lost streets have been simply covered over with an earth cap, leading to insufficient soil depth to plant large trees, and rubble has been mounded creating a lack of safety. Proposed slum clearance programmes halted when the money ran out and policy changed – brownfield sites dressed as green. Little thought was given to giving these areas a clear edge with housing overlooking them. They can be dangerous and forbidding places. Derelict sites and cafes litter even some of the best parks.

4.17.15. Lambeth's commons are given special protection by various acts of parliament, such as The Second Schedule of the Metropolitan Commons Supplemental Act 1877 protecting Clapham Common, and restricting enclosure of, or development on, the land. The Rush Common Act 1806 deserves attention as it regulates private land. Subsequent legislation gave powers to take enforcement action against any breach of this legislation or to give consent to "buildings or erections above the surface of the earth" on defined Rush Common land south of Coldharbour Lane. Much of the land is public open space and is a major recreational space for local residents. The rest is private residential amenity space or forecourts to commercial premises. It is one of the few places in the Brixton area that gives people access to nature conservation amenity. This legislation is not part of planning legislation, but its aim – to preserve the open character of Rush Common – is shared by the Council. There is a major presumption in the Acts against building on Rush Common land. In considering applications for Rush Common consent, proposals will have to be tested against the purpose of the Act, which is to keep the open character of Rush Common. The Council has produced more detailed guidelines for development on Rush Common based on this Policy.

4.17.16. London squares are protected by the London Squares Preservation Act 1931, which imposes considerable constraints over and above the Planning Acts. The main purpose of the Act is to preserve the squares and enclosures as permanent open spaces to be utilised for "the authorised purposes of an ornamental garden, pleasure garden for play, rest or recreation". No other building other than those required for the "authorised purpose" should be erected within the protected areas.

4.17.17. Lambeth has seven open spaces on the English Heritage register of historic parks and gardens, including Brockwell Park, Archbishops Park and Myatt's Field.

Lambeth will strongly support National Heritage Lottery bids to help secure improvements to these important and recognised open spaces.

4.17.18. Many estates of public housing in the borough are set in poor quality, and often unsafe, areas of open land, which have never been managed as public open space and are often not large enough or suitable for the purposes of public open space. As regeneration proposals have come forward for these estates they have been seen as spaces for housing necessary for decanting and/or to fund the regeneration. The increase in private garden space cannot fully meet the need for visual relief and shared areas for children to play and for everyone to meet.

4.17.19. Playing fields in Lambeth are mostly in school grounds, although there are 5 private tennis clubs, a bowls club and two private school playing fields in the south of the borough. There is also the Brockwell Lido. Lambeth has a severe shortage of pitches. The Sports Council has estimated that there is a deficiency of 68 football pitches in Lambeth and many teams have to travel considerable distances to find a pitch for home, so a strict policy protecting sports pitches is required. Additional or improved facilities associated with the use of open spaces, such as toilets, changing rooms, or indoor sports facilities will be supported where these would assist in mitigating a shortfall identified in the Council's assessment of need. To be acceptable, proposals must be appropriate in terms of form and size, complement and be sensitive to the scale and nature of open space.

4.17.20. There is a shortage of allotments in the borough. Most are Lambeth owned but not all are statutory and there are some private allotments. All are given equal protection by the policy.

4.17.21. Lambeth has published a Children's Play Strategy based on the UN Convention of Children's Rights which embodies children's right to play. Lambeth has a number of adventure playground sites that are popular with parents and children as they offer opportunities for supervised play, though some are in a poor state. These need modernisation and re-design, preferably involving children themselves, to make them safe, attractive and relevant.

4.17.22. Greening plays an integral role in urban regeneration. Greening may involve creation of new open spaces, enhancing existing spaces, and greening of the built environment, such as roofs and walls. This is particularly important in areas of social exclusion, with poor quality environments and lack of access to quality green. Deprived communities should not be denied the health benefits provided by access to nature and open spaces.

4.17.23. There are areas of open space deficiency in the borough (see Map 2). The Lambeth Open Space Strategy, completed in 2004, has identified areas of deficiency for each type of open space. Whilst it is not necessary to have access to all types of open spaces in each part of the Borough, there are certain locations notably deficient in certain types. No part of the Borough should be deficient in access to at least one type of space from the hierarchy of open space types. The southern and central areas of the Borough are deficient in provision of small local open spaces, with the northern part of the Borough well provided with such open spaces but deficient in district and metropolitan level open spaces. In some areas there is a concentration of parks just below the local park level (e.g. Brixton Hill), whilst in the north of the Borough many of the parks are poor quality and difficult to access. Opportunities for new open space are rare. However, proposals have come forward as part of regeneration and development proposals to create new public spaces from regeneration projects. Lambeth will explore mechanisms for implementing and securing such proposals,

particularly within the Mayor of London's proposals for '100 New Open Spaces for London'. These include:

- Waterloo Arch Place outside Waterloo Station;
- Jubilee Gardens laying out;
- Vauxhall Cross Central Piazza/Spring Gardens Improvement;
- Brixton Oval/Windrush Square/Effra Road;
- Streatham Gateway (South Circular Road);
- Streatham Hub Open Space (around United Reform Church);
- Norwood Gardens/St Luke's;
- Clapham Old Town Polygon;
- Clapham Park New Deal – New Local Park (not shown on Proposals Map as exact location to be determined in a masterplan).

4.17.24. Other, often innovative, opportunities for the creation of open space are possible:

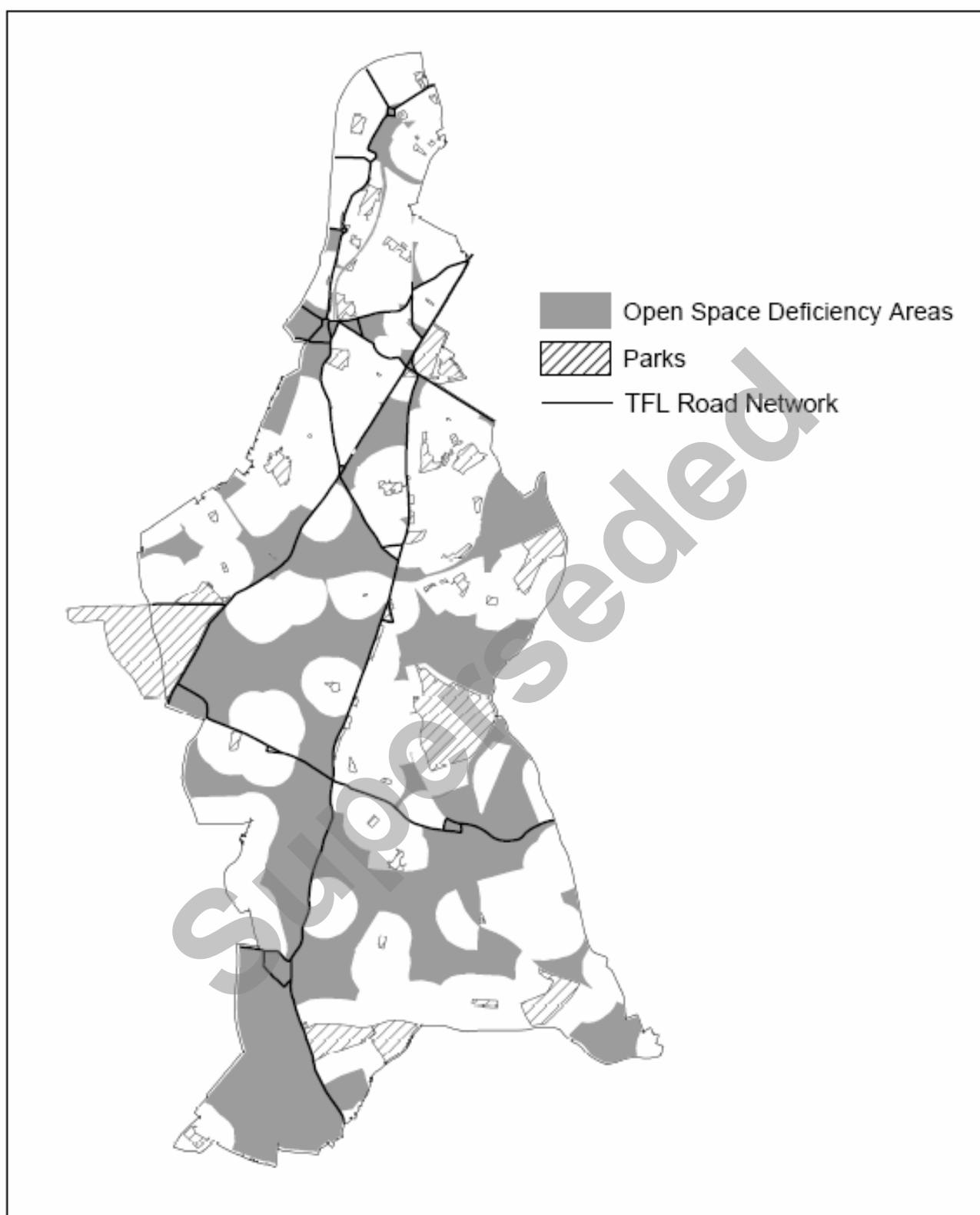
- Road space released as a result of traffic calming measures;
- Potential development sites, where temporary open space has been created;
- Surplus car parking;
- Roof terraces, where greening initiatives have transformed the use of previously redundant space; and
- Considering green spaces vertically, with plants growing off buildings.

<b>Table 13 Types of Public Open Space in London</b>		
<b>Open Space Categorisation</b>	<b>Size Guidelines</b>	<b>Distance from Homes to Open Space</b>
Metropolitan Parks	60 hectares	3.2 kilometres
District Parks	20 hectares	1.2 kilometres
Local Parks and Open Spaces	2 hectares	400 metres
Small Open Spaces	Under 2 hectares	Less than 400 metres
Source The London Plan – Table 3D.1		

4.17.25. London is running out of burial space. Re-using old graves (with suitable controls) has been suggested as a possible approach, as has use of catacombs and greater use of cremation and memorial gardens. The GLA is investigating ways of addressing this London-wide problem. Lambeth reviewed its strategy for this issue in 2002. The borough's cemetery at West Norwood is of national conservation importance.



## Map 2 - Open Space Deficiency Areas



**Policy 51 — The Oval Cricket Ground (Surrey County Cricket Club  
Kennington Oval)**

~~The Council accepts the potential for increased capacity and usage and additional facilities to this first class cricket ground. This could include ancillary offices, hospitality and sporting facilities. The retention of the historic pavilion is desirable in any scheme of redevelopment which should also seek to respect its setting and appearance. The rebuilding of other stands would be acceptable.~~

~~Development should be designed to enable a more efficient operation of the ground to protect the amenities of the surrounding residential area, as far as possible, in terms of traffic, sunlight and daylight, privacy, pavement congestion, noise (including from public address systems), disturbance and litter.~~

~~Proposals for increased capacity or use should demonstrate that:~~

- ~~(i) The development is satisfactory in terms of transport — within the capacity of public transport services, on-street parking controls, access and servicing; and~~
- ~~(ii) A satisfactory form can be achieved in terms of massing, structure, scale and the affect on neighbouring streets. The design should be of a high quality and innovative proposals are encouraged; and~~
- ~~(iii) The amenities of adjacent occupiers are protected; and~~
- ~~(iv) That the operation can be accommodated wholly within the ground and without the need to use land and buildings outside the site additional to that already permitted on a temporary basis.~~

~~The Council will seek to ensure that the benefits of sport and regeneration development, spreads to the surrounding area.~~

4.17.26. The Council recognises the unique and historic status of the Oval Cricket Ground as a national and internationally important sporting venue, and the existing and potential economic and regeneration benefits that it brings to the Borough.

4.17.27. The site is covered by two specific designations in the plan — Policy 50 (Protection and Enhancement of Open Space and Sports Facilities) which relates to the playing area, and Policy 51 which covers the whole site.

4.17.28. The Council wishes to ensure that any development on the site is achieved without detriment to the amenities of surrounding occupiers (particularly residential areas) and that benefits are secured for the local and wider community where appropriate.

4.17.29. The Council also wishes to protect the setting of the playing surface itself and will resist proposals on the wider site that have an unacceptably detrimental impact on this unique feature.

## 4.18. Protecting Lambeth's Natural Environment

### **Policy 52 — Protection and Enhancement of the Natural Environment**

*All proposals, where relevant, will be assessed in terms of their impact on nature conservation and biodiversity. New development should provide the opportunity to incorporate features for wildlife and promote local biodiversity. Schemes should be designed to retain natural features and create new features to encourage wildlife and promote local distinctiveness.*

*(a) — Site Protection — Development will not be permitted on or affecting sites of Metropolitan, Borough, or Local Nature Conservation Importance (as shown on the Proposals Map) unless it is demonstrated that there would be no adverse effects on nature conservation or biodiversity.*

*In applying this policy, regard will be had to the relative importance of sites, with Metropolitan and Borough sites having greatest importance, and (particularly for the less important sites) whether the social and/or economic benefits of the proposal clearly outweigh the nature conservation value of the site.*

*Proposals to enhance and manage natural green space and to promote public access will be supported and secured where appropriate. Lambeth will continue to manage or investigate other sites for possible designation as Local Nature Reserves and seek to expand, create and link nature conservation sites. Lambeth will work with landowners to protect or enhance existing nature conservation sites, and will consider enforcement action where it is expedient to do so. Development and/or planning applications for sites near to nature conservation sites will be monitored to avoid harm to nature conservation interest.*

*(b) — Species Protection — Development that would have a significant adverse impact on badgers, other protected species or Biodiversity Action Plan priority species that are uncommon, declining or under threat in London, will be refused, unless steps to secure the protection of the species are implemented.*

*(c) — Enhancing Biodiversity — Measures to enhance biodiversity will be sought as part of development schemes and will be included in development briefs. The linking of habitats through green corridors (see proposals map) will be protected and promoted.*

4.18.1. Sites of Nature Conservation Importance are shown on the Proposals Map. They are based on survey work by the former London Ecology Unit (now part of the Greater London Authority). The procedures and criteria used to identify the hierarchy of sites of nature conservation importance reflect national guidance that local site designations should be applied only to sites of substantive nature conservation value. These procedures have been adopted by the Mayor of London as a basis for the identification of nature conservation sites.

4.18.2. As a result of the Biodiversity Convention, the UK is committed to producing a Biodiversity Action Plan, which protects and enhances wildlife and their habitats in the UK. Local Biodiversity Action Plans (BAPS) should be prepared locally. A Local BAP for Lambeth was adopted in 2005, which recognises the importance of sites and wildlife at a local level. This feeds into a London-wide Biodiversity Strategy, which has

been prepared by the Greater London Authority, and a London Biodiversity Action Plan, which has been produced by the London Biodiversity Partnership. The Lambeth Biodiversity Action Plan addresses national and London priority species and habitats, and also identifies local priorities. The reference in clause (b) of Policy 52 to Biodiversity Action Plan priority species applies to species identified as priorities in the UK, London and Lambeth BAPs. The Lambeth Biodiversity Action Plan should be considered during the development appraisal process to enable BAP targets to be met. These targets should be promoted and incorporated into the management of all sites.

#### **4.19. Providing the Infrastructure Lambeth Needs**

##### **Policy 53 — Infrastructure and Utilities**

~~(a) — Infrastructure — Infrastructure of adequate capacity and design (particularly water supply and sewerage) should be available in time to serve new development (following consultation with the utility companies). Where necessary, conditions will be imposed phasing development and/or planning obligations will be secured to ensure that new facilities are brought forward.~~

~~(b) — Energy — Development of new energy and fuel storage facilities will be permitted where they meet a local deficiency of energy supply. Increased use of renewable energy is promoted and should be incorporated in larger sites. This is conditional on development having an acceptable visual and environmental impact.~~

~~(c) — Utilities — Planning applications will be supported which provide adequate land and buildings available for the operational requirements of public utility companies and authorities.~~

4.19.1. A number of existing services provided by the utilities (particularly sewerage systems and sewage treatment works) are becoming overloaded. It is important that development does not proceed ahead of the ability of sewerage facilities and receiving sewerage treatment works to be able to deal with increased flows. Unless additional infrastructure is provided, this may result in the pollution of watercourses and lead to public health risks. Although additional capacity will be provided where necessary to meet the demands of new development, some time must be allowed for this to be implemented. Developers are therefore recommended to consult with the utility providers at an early stage.

4.19.2. Greater use of renewable energy (e.g. solar & wind) is to be particularly encouraged as this is an underused resource in London. The government encourages renewable energy because of its reduced CO<sup>2</sup> production compared to conventional energy sources and the consequent concern to reduce the risk of global warming. The technologies of solar panels and photovoltaic (PV) cells, and passive solar design techniques offer the opportunity of integrating renewables into the building fabric, reducing CO<sup>2</sup> emissions and fuel poverty, and are actively encouraged by the Council. As unit costs and government funding builds the PV industry in Britain, solar tiled roofs and PV facades will become increasingly viable in new build and refurbishment. It is anticipated that through continued Government funding, the use of solar tiled roofs, photovoltaic facades and solar thermal installations will become increasingly viable in new build and refurbishment. Proposals incorporating the use of such technology should accord with policies applied in conservation areas and in relation to listed buildings. In addition, alternative fuels like liquid petroleum gas

(LPG), compressed natural gas (CNG) and electric powered vehicles are alternatives to reduce the level of diesel and petrol engine exhaust pollution and there is a need for depots etc. providing these fuels.

4.19.3. Utility companies and authorities include the following: gas, electricity, telephone, water, sewerage, post, public transport and the emergency, prison and police services. Many of these are substantial landowners. With the continuous process of review of these services and of their operational requirements, there is often the need to dispose of surplus land and buildings and, conversely, the need to acquire more modern buildings and equipment.

## **4.20. Protecting Public Health**

### **Policy 54 — Pollution, Public Health and Safety**

~~(a) — Pollution — Developments should be located and operated so as to limit pollution (including smell and dust) to acceptable levels, in terms of not creating a statutory nuisance, or as specified in National Air Quality Objectives (especially where it affects Air Quality Management Areas), and to protect the amenity and character of the area.~~

~~(b) — Air Quality — In Air Quality Management Areas development should, as far as possible, contribute to the reduction of emission levels. Schemes likely to increase vehicle trips or emissions within an area not meeting the Air Quality Objectives will be subject to an air quality impact assessment. This assessment should be based on data from the GLA London Atmospheric Emissions Inventory, unless there is significantly better local data. Where an assessment indicates that there will be increases in emissions due to the development, mitigating measures should be incorporated into the design and secured through planning conditions or obligations.~~

~~(c) — Water Quality — Permission will be refused (following consultation with the Environment Agency) for development which would pose an unacceptable risk to the quality of groundwater or which would have a detrimental effect upon the quality of surface water.~~

~~The building and landscape design of larger developments should incorporate, where practicable, measures to control surface water run-off and prevent water contamination at source.~~

~~(d) — Water Supply and Sustainable Drainage — Larger new developments, especially housing developments, should, where practical, incorporate measures to reduce the demand for water from the mains supply network.~~

~~Development (including intensification of development) should not pose an increased risk of flooding by increasing run-off that would overload storm drains or watercourses or by materially adding to the footplate of development on the River Graveney Flood Plain (as shown on the Proposals Map). Water should be disposed of as close to source as possible, or be attenuated before discharge to surface water sewer or watercourse.~~

~~(e) — Noise — Noise and/or vibration generating development will not be permitted if it would create, or worsen, noise levels above acceptable levels set out in national policy guidance. In particular, they will not be permitted where~~

~~they would harm existing or proposed noise-sensitive development (e.g. housing, hospitals and schools) in the area, and if this cannot be acceptably attenuated. Noise sensitive development will be permitted unless its users would suffer noise levels above acceptable levels, and if this cannot be acceptably attenuated (including residential development in areas suffering from noise from entertainment venues).~~

~~(f) — Contaminated Land — When development is proposed on or near a site suspected of being significantly contaminated, then an investigation of the hazards posed, and any necessary remedial measures, will be required from the developer, prior to the determination of a planning application.~~

~~Where contamination is found, any development must be capable of being built and occupied safely (fit for the purpose of the end user) without adverse environmental impact. There will be a presumption in favour of on-site treatment. Conditions will be imposed requiring action to comply with national standards, before the commencement of the development, together with any required monitoring measures.~~

~~Where contamination is suspected of being less severe, or where initial investigation is not possible, then conditions will be imposed requiring investigation, and for necessary remedial action, as above.~~

~~(g) — Hazardous Substances — Developments involving hazardous substances, or uses requiring hazardous substances consent, will not be approved unless there is no unacceptable risk to occupiers, to public health and safety, or to nature conservation. Development adjoining areas in hazardous use, including major development in the Oval Gasworks Potential Hazard Zone (as shown on the Proposals Map) will be controlled if this would create an unacceptable risk.~~

~~(h) — Light Pollution — Should be minimised, particularly late at night and close to residential properties. Floodlighting should not lead to unacceptable intensification of use, harming residential amenity.~~

~~(i) — Public Toilets — A network of accessible public toilets will be retained and provided in Lambeth and contributions towards public toilets will be secured towards these from developments attracting significant numbers of visitors or likely to cause a nuisance in this regard.~~

4.20.1. The possibility that development could cause pollution is an important aspect of the overall environmental impact of development, and therefore needs to be taken into account in planning decisions. This does not just include air quality impact, but also other aspects of pollution such as smell and dust. Applicants for planning permission should provide sufficient information on the pollution aspects of their proposals to enable a sound planning decision to be made. In considering applications for potentially polluting development, the planning authority will consult with, and take into account the views of, the appropriate pollution control authorities. Where the development is likely to meet the requirements of the pollution control authority, the Council will nevertheless need to be satisfied that the location and siting are such that the amenity and character of the surrounding area are protected. Most of the information requested by the Council to assess such development would normally be expected to be included within an Environmental Statement, if the scheme were considered to constitute EIA development for the purposes of the Town

and Country Planning (Environmental Impact Assessment) Regulations 1999. Applicants are encouraged to approach the Council at the earliest stages of the development process so that the need for EIA in each case can be determined.

4.20.2. Poor air quality has fundamental impacts on health and the quality of life. National policies on air pollution are expected to deliver a significant improvement in air quality. However, it is recognised that there is an important local dimension to air quality, as density of traffic or geography can create 'hotspots' which require local air-quality management solutions. The Secretary of State has published a National Air Quality Strategy that provides a framework of standards and objectives for pollutants of most concern.

4.20.3. Local authorities are required to carry out regular reviews of present and likely future air quality. If standards and objectives are not being met, nor are likely to be met, within a period specified, local authorities are required to designate an Air Quality Management Area (AQMA), prepare an assessment of its air quality and an Air Quality Action Plan of measures to achieve standards and objectives within it. Work in Lambeth has revealed that there will be a significant fall in concentrations of seven pollutants 1, 3 butadiene, lead carbon monoxide, nitrogen dioxide, particulate matter, sulphur dioxide and carbon monoxide by 2005. The borough will not, however, meet the National Air Quality Objectives for particulates and nitrogen dioxide (annual mean) by the target year of 2005. Lambeth has declared air quality management areas for these two pollutants.

4.20.4. The water quality of inland watercourses is an important area of concern. Poor quality water may be made worse by abstraction practices for drinking water and industrial water supply, consequently limiting future availability, including for recreation and conservation. Particular problems can arise if developments disturb contaminated land (which needs to be sealed against the leakage of polluted matter). Also of concern is the need to protect groundwater resources. It is better to prevent pollution than to deal with subsequent contamination.

4.20.5. The combination of global warming, increasing water use and new development are producing serious concerns about the adequacy of future supplies of water in the South East of England. Creating new reservoirs, etc., is seen by the government as a last resort after all possible measures of leakage control and demand management have been pursued. Controlling the demand for water at the point of use must be part of this. This is a planning matter as it is not controlled by other legislation, such as the building regulations, as demand management measures are now seen as central to sustainable land use planning in all areas, and as it has an impact upon the use of land elsewhere. Measures that can be used include metering all new homes, low flush WCs and, in certain circumstances, recycling 'greywater', i.e. safely re-used water, such as from washing, within the dwelling.

4.20.6. Development may cause flooding elsewhere through increased surface water run-off. Undeveloped land acts like a sponge, soaking up surface rainwater, allowing it to drain away slowly to watercourses. New buildings and car parks remove this natural drainage capacity thus increasing surface water run-off. In some cases on-site storage of rainwater may be required. Development should incorporate features to reduce run-off from impermeable surfaces such as roofs, car parks and roads. Sustainable surface water drainage includes water butts, permeable surfaces, 'soakaways' and infiltration trenches, litter strings and swales, detention basins, retention ponds and wetlands. The Environment Agency can advise on site specific requirements.

4.20.7. For new developments such as housing, care must be taken to ensure that the noise levels within the development area fall within an acceptable category before development takes place. These categories are defined in Government Guidance. Standard levels of insulation are required by the Building Regulations. However, this does not take into account varying ambient noise levels and, therefore, additional requirements may be imposed by the planning system. Also, changes of use, for example from a shop to a public house or a mini-cab office, would not require Building Regulations approval but planning conditions controlling noise can be imposed. New noise sources can be controlled through the powers of the Environmental Protection Act 1990, but only retrospectively once they become a nuisance. Therefore such issues shall be addressed at the planning stage through the application of planning conditions in relation to sound insulation and attenuation of plant noise such as extractors/air conditioning, etc., where these measures can be practically implemented.

4.20.8. Contaminated land is defined by the Environment Act 1995 in terms of substances in, on, or under land where significant harm is or would be caused. The Act sets down a regime for dealing with contaminated land, to treat past contamination problems and prevent its occurrence in the future. Local authorities must produce a strategy setting out how they intend to prioritise the investigation and identification of contaminated land. They must identify the person responsible for clean up and consult them on how to remediate the site. If no voluntary agreement is reached a remediation notice is served. Clean up is required to make the site 'suitable for use'. National policy is in favour of treating contamination in situ rather than sending the wastes to landfill. This will require challenges to both the ways we design and manage these sites, for example by building above contaminated land and managing any resulting impacts. 'Dig and dump' is likely to only be permitted where it is within the site area or on site treatment is not the best practical environmental option.

4.20.9. Although the responsibility for dealing with contamination rests with the developer (and legal liability lies with the original contaminator), Lambeth, as the planning authority, will need to know what account has been taken of contamination when dealing with planning applications. Therefore, once these sites, or sites adjacent to these areas, come forward for development, it is essential that a full technical investigation is carried out, at the expense of the developer and in a form agreed by Lambeth. For the development to be approved it must be shown that appropriate measures will be taken by the developer to deal with any contamination in accordance with national standards so as to render the site suitable for the proposed end use.

4.20.10. The Planning (Hazardous Substances) Act 1990 provides for the control, presence and/or use of hazardous substances. The controls are designed to ensure that hazardous substances can only be kept or used in significant amounts after the responsible authorities have had the opportunity to assess the degree of risk arising to persons in the surrounding area. Even after all health and safety controls have been complied with, there remains a residual risk to the surrounding area and these planning controls allow for this risk to be assessed. There are circumstances where controlled amounts of hazardous substances may be brought onto land, or the way it is used upon that land, without there being any associated development requiring planning permission. Planning policies on controlling such hazards are now required by a European directive.

4.20.11. The Council recognises that there is a need for additional public toilet facilities within the borough. Although the Council does not have a statutory duty to



~~provide public toilets, it is deemed to be a necessary service for the public. During the plan period, the Council will continue to address the needs of its residents and visitors by seeking to retain the existing, and increase the provision of, public toilets in the borough.~~

~~4.20.12. Proposals for lighting should have regard to the Institute of Public Lighting Engineers standards.~~

## **4.21. Providing for Telecommunications**

### **Policy 55 Telecommunications Development**

***(a) Base stations on buildings, ground-based masts, equipment cabins, antennae, microwave dishes and ancillary apparatus/equipment.***

***Applications for telecommunications apparatus (including those for prior approval) should demonstrate the following in order to be acceptable:***

- (i) As far as practicable, be sited and designed so as to blend into the townscape and minimize its impact on visual amenities and the environment;***
- (ii) As far as practical, preserve or enhance any affected conservation area and/or the special character of any affected listed building;***
- (iii) If the proposal affects a nature conservation site or open space, is within the curtilage of a listed building (or affecting its setting), or any other environmentally sensitive locations, it should be accompanied by adequate information for assessment and clear justification demonstrating that there are no feasible alternative sites;***
- (iv) That reasonable steps have been taken to ensure that the minimum number of pieces of apparatus is erected. Where there is unacceptable clutter on any one site, part of a street or building, alternative locations should be considered;***
- (v) For structures on the highway, (including equipment cabinets and other ancillary equipment), they should not: result in clutter, cause an obstruction on the highway nor block visibility splays. Such structures should have regard, as far as possible, to the surrounding area, the siting and design of other nearby street furniture and cause minimal disruption to all highway users. A minimum footway width of 1.2m must be maintained;***
- (vi) For ground based masts it should be demonstrated that alternative locations e.g. erecting a base station on existing buildings or other structures, and sharing an existing mast, or erecting or replacing it with one suitable for joint use of acceptable height, have been explored and shown to be impractical;***

***All such applications should be accompanied by the following in order to be acceptable:***

- (vii) That a practicable remedy is available if there is clear evidence that significant electro-magnetic interference will or will probably arise; the absence of such remedy may be taken into account in determining a planning application.***
- (viii) Information about the purpose and evidence of need for the proposal;***

**(viiiia) Evidence to show that all other suitable alternative locations within the locality of the site search area have been investigated and considered with reasons being given as to why they have been rejected, or are not considered to be appropriate, for the type of telecommunication development proposed; and**

**(ix) Plans/drawings and photomontages that are clear and of an appropriate scale to enable the visual impact of the proposal to be fully assessed and which will be suitable for effective consultation with local residents, etc. The ICNIRP boundary/exclusion zone should be clearly shown on all plans and elevations. Noise levels from associated air-conditioning and other noise-emitting equipment should also be submitted.**

**(b) Satellite Receiving Dishes**

**Satellite dishes should, wherever possible, be located at the rear of the property and should be as unobtrusive as possible from the street and other public places. Locations on the front façade or in the front garden of a property should be avoided.**

**Applications for satellite receiving dishes should be:**

**(x) As small in size and as few in number as possible;**

**(xi) Shared by as many users as is feasible;**

**(xii) Located as unobtrusively as possible;**

**(xiii) Of a colour and design to blend in with its background;**

**(xiv) Located so as not to interfere with doors or windows of neighbouring properties; and**

**(xv) Satellite receiving dishes should be removed as soon as they become obsolete and the building restored to the condition it was in before the development took place.**

**Proposals for satellite dishes on listed buildings will not be permitted where they would adversely affect their character as buildings of special architectural or historic interest. In conservation areas any proposal which would adversely affect the character or appearance of the area will not be permitted.**

4.21.1. There are already many installations throughout the borough (including base stations on roofs and some masts on open land). There is increasing pressure to install many more to fill gaps in coverage and increase capacity.

4.21.2 The 3rd Generation of mobile telephony [3G] will require even more, as the geographical coverage of existing base stations will be less and customers will be using them more often and for longer periods. The government is committed to the use of mobile telecommunications and to securing the benefits. It has granted the ECCO's (Electronic Communications Code Operator) a general planning permission to install much of their apparatus. Under existing regulations some installations require no approval from the Council, for others there is some control and some do require planning permission. Government advice requires local authorities to take into account ECCO's license obligations when dealing with an application or determination. Lambeth will use its powers to seek the relocation of apparatus installed on buildings under permitted development rights that do not comply with this policy. Some of the earlier installations were located on the roofs of tall buildings (e.g. tower blocks), future ones will need to be on lower buildings and therefore more visible. More installations are required in residential areas to serve the users. Mast and site sharing are often cited as ways of overcoming visual amenity concerns.

However, each has its own problems. Mast sharing requires masts to get taller; therefore, two lower level masts may be preferable. With regards to site sharing, one installation on a building may be acceptable, two or more may not.

4.21.3 There is considerable concern from residents in Lambeth and across the country about the possible health effects from these installations. In 1999 the Government commissioned the Independent Expert Group on Mobile Phones, to consider health concerns about their use and from associated technology. The Stewart Report, as it is now known, concluded "the balance of evidence indicates that there is no general risk to the health of people living near to base stations on the basis that exposures are expected to be small fractions of guidelines". It recommended a precautionary approach on the basis of gaps in current scientific knowledge. The Government has accepted this and requires all new installations to meet the guidelines set by the International Commission on Non Ionising Radiation (ICNIRP). When applying for permission or a determination ECCO's supply a statement that the proposal would comply with ICNIRP. Additionally ECCO's should include a signed certificate confirming that when operational the installation would comply with the International Guidelines. The Government has issued revised guidance and regulations that states "it is the government's firm view that the planning system is not the place for determining health safeguards" (PPG8 para 98).

## **4.22. Dealing with Waste Sustainably**

### **Policy 56 — Waste**

~~(a) — Waste Strategy — Applications for developments to collect, store, process, transfer, transport waste and/or recyclable/compostable materials must provide for the sustainable management of waste:~~

~~(b) — Sustainable Waste Management — Applications for developments which involves the collection, storage, processing, transferring of waste and or recyclable/compostable materials will be assessed on the basis of The Best Practical Environmental Option (BPEO) for each waste stream.~~

~~Residential, commercial, and community development proposals, including changes of use and extensions, should include adequate provision within, or as part of the development, for residual and re-cycled waste; in terms of facilities for refuse/recycling containment, litter control and waste disposal. In applying this policy, applications should demonstrate that they have followed the three principles below:~~

~~(i) — The Waste Management Hierarchy; the preferred method of management — is in the following order of declining priority:~~

- ~~• — Waste minimisation;~~
- ~~• — Re-use;~~
- ~~• — Recycling;~~
- ~~• — Composting;~~
- ~~• — Energy recovery;~~
- ~~• — Disposal (including non-energy recovery treatment and landfill).~~

~~The use of incineration is opposed as the primary means of waste disposal for those materials that may otherwise be re-used, recycled, composted, or have~~

~~value obtained by other forms of material recovery such as anaerobic digestion or other forms of energy recovery.~~

~~(ii) The Proximity Principle - Waste management facilities should be of a scale and catchment area to minimise the environmental impact of the transport of waste through dealing with it as close as possible to its source. Where proposals deal with large volumes of waste there will be a presumption in favour of rail or water transshipment. Green waste will, as far as possible, be disposed of in the park where it is generated and not on common land. Where proposals deal with large volumes of waste this should, where practical involve rail or water transshipment.~~

~~(iii) Self-Sufficiency - Lambeth supports the Mayor that London should move towards much greater regional self-sufficiency in waste management. However, in balancing any possible conflicts between such self-sufficiency in the short term and the development of robust recycling infrastructure in the longer term, preference should be given to longer term recycling.~~

~~(c) Waste Management and Manufacturing Areas - (as designated on the Proposals Map) are safeguarded for waste management and complementary manufacturing use, including treatment facilities to recover value from residual waste. Such development will be directed to these areas. Uses prejudicing the role of Waste Management and Manufacturing Areas are only acceptable if the non-viability, in the medium term, for waste uses, is conclusively demonstrated.~~

~~(d) Safeguarding Waste Management Sites - Pending the completion of the Mayor's evaluation of the adequacy of existing waste management and disposal facilities to meet London's future needs, the Council will safeguard all existing waste management sites, unless appropriate compensatory provision is made. If, following the evaluation, it is found necessary to identify new sites for new facilities or, to include a statement of total waste arisings, then the Council will undertake a review of these topics through the local development framework.~~

~~(e) Environmental and Access Criteria - The following criteria will be used to assess proposals for a waste management/manufacturing facility or treatment facilities to recover value from residual waste:~~

~~(i) Ground conditions should be suitable for the facility;~~

~~(ii) The development should have acceptable means of access as close as possible to the TfL road network, rail or waterway network;~~

~~(iii) The proposal should be designed and operated to minimise its environmental impact. It should not give rise to significant unacceptable visual, odour, dust and pollution, noise, water quality and overall impact, having regard to regeneration proposals in the area and adjoining land uses, unless these can and will be satisfactorily mitigated;~~

~~(iv) The applicant should demonstrate that there is a need for the development and that potentially better alternative sites have been considered and found wanting.~~

~~(f) Construction/Movement of Spoil - For large redevelopment sites, details of methods for minimising/processing construction waste, and construction method statements to minimise nuisance to residents, will be required as part of the application, with rail or water movement transshipment where practical,~~

***where re-use is not possible. Recycling should be to as high a grade of recycled product as possible to minimise primary aggregate use.***

4.22.1. There is concern about the increase in the amount of waste being generated and about the most suitable way to manage this. This comes at a time when the pressure on the traditional disposal option — landfill — is high, both economically and environmentally. The simplest and most effective way of dealing with waste is to ensure that it does not arise in the first place by adopting waste minimisation through better purchasing choices and encouraging repair and reuse. However there will always be waste produced and where it does arise it is important to ensure that it is managed in a sustainable manner.

4.22.2. Development must provide for the sustainable management of waste with regard to relevant waste management strategies. Relevant waste strategies include: national and international policy (National Waste Strategy, European Union directives and strategies); regional and sub-regional policy (The Mayor of London's Municipal Waste Management Strategy and Western Riverside Joint Municipal Waste Strategy); and the Lambeth Waste Recycling and Management Plan.

4.22.3. The Mayor of London published a Municipal Waste Management Strategy for Greater London in September 2003. Lambeth Council as a Waste Collection Authority has a statutory duty to collect all household waste generated in the borough and provide facilities for the collection of commercial waste. Responsibility for the disposal of waste collected by Lambeth Council lies with the Waste Disposal Authority Western Riverside Waste Authority (WRWA). Waste collected by Lambeth Council is delivered by road to one of two transfer stations in the London borough of Wandsworth. At the transfer station, the waste is compacted into containers and loaded onto barges for transportation by river for disposal to landfill at Mucking, Essex. Lambeth is working with its partners in the waste authority to ensure adequate means of disposal and transhipment and these together have recently agreed a new landfill contract.

4.22.4. In line with good practice, Lambeth uses the Best Practical Environmental Option (BPEO) for each type of waste generated. Lambeth does not consider the landfilling of all or significant quantities of waste as a sustainable waste management option. The Council does not consider the full scale incineration of all waste generated within the borough as the best practicable environmental option. This would have a significant negative impact on the availability of waste for re-use and recycling operations. Increasing environmental demands on incineration and changes to the Non Fossil Fuel Obligation may not make this option environmentally or economically viable for the Council or operators over the long term. The Council considers a separate recycling collection to be the most cost effective and environmentally sustainable option for waste collection in the borough within the current technological and contractual constraints. In terms of the policy, 'adequate provision' for refuse storage and containment of residual and recycling waste means that designed to a storage capacity which complements the waste/recycling collection cycle e.g. minimum storage capacity of 4 days, with proper means of access for collection and encasing and screening to prevent the waste being viewed from the street.

4.22.5. This approach is not to say that one type of waste management will be followed to the exclusion of others. The borough's approach is one of integrated waste management, utilising the combination of methods that is the best practical option overall. For the time being landfill will have to play an important role, and incineration may be the best option for certain types of waste (such as medical waste). Lambeth will review this position in the light of the best scientific advice

available. The Council's strategy is not limited to recycling alone. The Council considers waste reduction of primary importance, followed by the development of refurbishment and reuse strategies and operations.

4.22.6. The Council's Waste Recycling Plan aims to increase the number of residents in the borough who are participating in recycling services. There will be land use requirements for recycling facilities for the separation of waste within developments. Lambeth has reviewed its requirements for land and facilities in the light of the targets in the national and the Mayor of London's emerging, waste strategies. It is dramatically increasing recycling bank sites, ensuring much better use of the household waste facility at Vale Street and is proposing local and/or centralised composting facilities. These are predicted to be able to meet needs over the lifetime of the plan. However it is accepted that there is a shortage of household recycling facilities in the north of the Borough. Boroughs are required to designate in their plans waste management/manufacturing areas. The purpose of these is to ensure that sufficient land is allocated for a variety of waste management facilities and options. Increases in recycling activity generally require a 'clustering' of complementary waste management and manufacturing uses to operate efficiently; materials recycling industries benefit from being located next to depots/materials reclamation facilities, transfer stations, etc. Two sites in existing waste use, on Wandsworth Road and at Vale Street, are so designated.

4.22.7. In total there are 6 sites in the Borough currently in waste management use:

- 4-16 Belinda Road;
- Shakespeare Wharf, Shakespeare Road;
- 26 Wanless Road;
- 44 Clapham Common Southside;
- Vale Street Depot;
- Wandsworth Road.

## 4.23. Implementation

### **Policy 57 Planning Obligations**

The Council will, where appropriate, enter into legal agreements with developers, and seek the attainment of planning obligations, having regard to current Government guidance.

4.23.1. Section 3.5 of the Plan sets out the measures available to the Council to secure implementation of the policy. However the UDP contains a number of policies seeking certain physical, social, environmental and/or economic improvements within the Borough. In particular, the plan's policies relating to housing, education, mixed-use development, transport, employment, community facilities, arts and culture, public realm, utilities, the natural environment, and open space and recreation all seek to secure specific improvements. These may need to be secured through planning obligations.

4.23.2. Government Guidance sets out the framework for applying planning obligation policies to development plans. The policy is written in such a way that it can accommodate any review of Government Guidance relating to planning obligations. Further details regarding planning obligations may also be provided in supplementary planning documents.

~~4.23.3. Examples of planning obligations that could be sought include:~~

- ~~• Provision of affordable housing in accordance with the requirements of Policy 16;~~
- ~~• Provision or improvement of community, health or leisure facilities and services (Policy 26);~~
- ~~• Contributions in respect of sports facilities and open spaces;~~
- ~~• Contributions towards education (Policy 26), or local training provision to ensure that local people are in a position to compete for any new local employment opportunities that might arise as a result of new development (Policy 26);~~
- ~~• Environmental improvements (Policies 31 and 39);~~
- ~~• Improvements to the public realm, particularly for pedestrians (Policy 39);~~
- ~~• Contribution to public transport improvements to encourage access by means other than by car (Policies 9 and 13);~~
- ~~• The control of parking and other traffic management measures;~~
- ~~• Preparation and implementation of Green Travel Plans (Policy 9);~~
- ~~• Highway improvements (Policy 9);~~
- ~~• provision of arts spaces and facilities, and the provision of public art to contribute to the quality of the visual environment and development of local identity (Policy 30);~~
- ~~• Incorporation of or contribution towards the provision of security measures (Policy 4 and Policy 32);~~
- ~~• Contributions towards town centre management to assist with the need to Promote the vitality and viability of town centres (Policy 4);~~
- ~~• Contributions in respect of the improvement of open spaces (Policy 50);~~
- ~~• Benefits that secure or promote nature conservation (Policy 52).~~

~~4.23.4. The Council's requirement that developers should pay the legal fees associated with Section 106 agreements should be noted.~~

## 5. Area and Site Policies (Section B)

### 5.1. How to use this section

5.1.1. This section contains policies and proposals that apply to only a particular part of the borough or to a particular site.

5.1.2. These policies need to be read alongside the borough-wide policies, although in some cases the area based policies give a specific exception or elaboration of borough-wide policy to take account of local circumstances. The areas are listed alphabetically with the site proposals listed under each area or sub-area. This does not, of course, preclude redevelopment of other sites.

5.1.3. The site policies are limited to the most important sites - MDOs. These do not normally specify a land use as this needs to be determined by the borough-wide policies on matters such as housing (Policy 15) and mixed uses (Policy 20), and protection of existing uses such as employment (Policy 23) or community facilities (Policy 26). Where a site is covered by a specific policy designation that limits the range of uses (e.g. KIBAs), this is mentioned. The main exceptions are where a community facility is proposed for which there is a preferred location (e.g. a new school), or where the policy on affordable housing priority sites applies, in which case the required use is indicated.

5.1.4. Many MDOs list key urban design objectives to be achieved on the site. Where possible and necessary Lambeth will be preparing development briefs/frameworks elaborating these in more detail. These key objectives are only headlines, however, of major planning issues: there should be full discussion, preferably in advance of a planning application, with the planning department.

### 5.2. Albert Embankment

#### **Policy 58 — Albert Embankment**

##### **(a) — Transport**

~~The narrowing of the Albert Embankment carriageway is supported, together with pedestrian and cycle improvements, provided bus lanes are not lost.~~

~~Better north-south bus and tram facilities are proposed. Development attracting significant numbers of people, or proposing increases in density, should contribute towards public transport, pedestrian and cycle improvements.~~

~~Coach parking will be restricted to avoid obscuring views of the Thames.~~

##### **(b) — Mix of Uses**

~~Development should include a mix of uses, including active frontage uses at ground floor level fronting the Thames and main side roads off the Embankment. Upper floors and other parts of sites should not be solely residential or any other single use but should include a mix of uses with a significant element of employment generating uses (at least 25% of Gross Floor~~



~~Area) where feasible and viable – or contribute towards significant access to employment measures in the area.~~

~~(c) — Urban Design~~

~~The Council will encourage development to help overcome the barrier effect which the buildings facing the river currently project.~~

~~The gaps between buildings should be retained to preserve views of the river, across the River and to the Houses of Parliament and views from Westminster to the Albert Embankment and to buildings and streets behind~~

~~The nature of the existing building frontages means that alterations to buildings which enhance their appearance, such as high quality re-cladding or other façade improvements, will be welcomed.~~

~~Alterations and extensions should be in accordance with Policy 36, however, in this location, particular respect will be had to important characteristics such as the barrier effect, the skyline, and riverscape quality.~~

~~Redevelopment of individual buildings will need significantly to improve the townscape quality of the river frontage. Redevelopment schemes, where acceptable, will need to meet Policy 33(a), provide a greater variety of façade treatments, use high quality materials and utilise colour variation.~~

~~Increases in height should improve the silhouette of the river frontage having regard to existing development, approvals and other proposals and not simply recreate a wall effect at a higher level. Where increases in height are acceptable adjoining/nearby properties may not be appropriate for height increases in order to avoid this happening.~~

~~Development should preserve and enhance the Albert Embankment Conservation Area and its setting and enhance the setting of the Houses of Parliament/Westminster Abbey World Heritage site and views from, and setting of, the Thames and its bridges.~~

~~(d) — Public Realm Improvements~~

~~Public realm improvements in the area are promoted and, where appropriate, will be secured from development. Better links with the area to the east of the railway line will be made. Encroachment onto the Albert Embankment Gardens will be resisted.~~

5.2.1. The Albert Embankment is a key stretch of Lambeth's Thames frontage and is the focus for several major development proposals. In the post war years it suffered from development almost entirely of office uses and to a monotonous and poor standard which creates a 'wall-like' effect. However it retains the fine 1937 London Fire Brigade Headquarters and a few remaining 19th Century properties off it, which are now included within a conservation area. It is extremely important as a setting for the Houses of Parliament World Heritage Site, with outstanding views to it.

5.2.2. Although not identified as an Opportunity Area in the London Plan the Albert Embankment lies between those at Waterloo and Vauxhall/Nine Elms, and is within an Area of Regeneration. The Council will consider the role of this area as part of the preparation of Area Action Plans for Vauxhall and Waterloo.

5.2.3. There is continuing pressure to convert to residential and hotel uses. Hotels could have particular potential here with spectacular views, good coach access and as a means of securing the benefits of tourism. However, there is again a danger of the area not benefiting from a vital mix of uses befitting the area's central location.

5.2.4. Parts of the area (particularly the river wall and dolphin lamp stands) have been declared as a conservation area. The area has poor public transport accessibility and is dominated by traffic. The proposals for downgrading from a dual carriageway should see substantial improvements. The policy includes a special design approach to ensure a comprehensive means to improving its character.

5.2.5. Lambeth has commissioned the report 'Transforming Landscapes' for Albert Embankment, which proposes a series of local public realm improvements and links to surrounding developments on the far side of the railway embankment. There is the potential to attract pedestrians southwards from the Eye to spread tourism benefits and pressures.

#### **MDO 1 - Camelford House/Tintagel House 89 Albert Embankment - Area: 0.8 Ha**

*Redevelopment encouraged. Widening and improvement of riverside walk. Active frontage uses on both flanks as far as viable. Should form a transition in scale and design between Albert Embankment and Vauxhall Cross. Preference for both sites to be developed together to open up riverside.*

#### **MDO 2 - Texaco Garage and Albert Embankment - Area: 0.14Ha**

Development should be of a design to terminate rather than continue the wall-like effect and act as a gateway to Albert Embankment from the South, and a transition between the scale of development at Vauxhall Cross and on Albert Embankment. Should enhance and not dominate the setting of Spring Gardens. The residential amenity of Peninsula Heights is to be protected.

#### **MDO 3 - Parliament House 81 Black Prince Road/Salamanca Place - Area: 0.1 Ha**

*Both sites to be developed comprehensively. Active frontage uses onto Black Prince Road. Designed to reduce noise and vibration impact of railway.*

#### **MDO 4 - London Fire Brigade Headquarters, 8 Albert Embankment - Area: 1 Ha**

*Site likely to become vacant. Retention of Grade II listed original frontage building and hose-drying tower in Albert Embankment Conservation Area. The brigade workshops building to the east of Lambeth High Street makes a neutral contribution to the character of the conservation area. Redevelopment of 1970s control room to rear is encouraged. Wider use of pier. Re-creation of Lambeth High Street as a street with active frontage uses.*

### **5.3. Brixton**

#### **Policy 59 — Brixton Town Centre — Character and Function**

***Brixton is promoted as a Major Town Centre, multicultural area, and as a centre for the arts and culture, small businesses and the black community. The growth of the centre with an increase in shopping provision to complement existing provision is also promoted. There is the scope for limited larger-scale retail***

~~development to bolster the diversity of retail provision expected in a town centre. This and all other development should however support the main Brixton town centre roles, including the large number of small, diverse, locally-owned shops, market stalls and specialist businesses, and maintain and enhance its vibrancy, diversity and character, having regard to the character of its different parts:~~

- ~~• To the north and south, open areas comprising broad streets and civic/open space;~~
- ~~• The main high street, characterised by existing and former department stores and retail frontage occupied by major high street retailers, banks and other high street businesses;~~
- ~~• To the east of the High Street is the Area of Small Shops and Markets (as defined on the proposals map), an area characterised by multi-cultural shops, narrow streets and indoor markets. Small shops, arcades, the street markets and market stalls are of intrinsic value to the town centre for which they are strongly supported and encouraged - they are protected from development that would harm this character. Conversion of railway arches essential for the servicing of the market is not permitted. Electric Avenue canopies will be restored as an element of broader environmental improvements to this part of the town centre.~~

5.3.1. Geographically and administratively the heart of Lambeth, and one of the Major Town Centres of the borough, Brixton continues to experience a fast pace of change. As a major administrative centre, transport interchange and focus for the Black communities, Brixton is a unique urban centre with a high local, regional and national profile.

5.3.2. Today, Brixton is experiencing a dramatic change in its demographic profile, with an influx of young professional residents attracted by the vibrancy, transport links and the developing leisure and nightlife of the town centre. However, parts of the area still contain some of the most run down social housing estates in Lambeth, with associated social deprivation and exclusion, and some parts still have a crime problem.

5.3.3. The recent development of a new supermarket and other retail facilities has been a great success. The centre has further potential for development that will complement the existing retailing facilities and Brixton market.

5.3.4. To help secure a future for the area that will benefit the residents of Brixton, a strong Town Centre Forum and associated partnership arrangements have been set up, with a range of very active residents and business forums. A process was undertaken to bring together key stakeholders — local resident groups, voluntary organisations, businesses, statutory partners — to identify local priorities, issues and ideas, and to agree short, medium and long term action to develop the forum and address the issues raised during consultation. The forum, following extensive consultation, has agreed a draft action plan.

5.3.5. The town centre is compact and densely built up. The townscape is characterised by Victorian and Art Deco buildings arranged on a closely knit pattern of streets. It consists of a range of small shops and high street stores, bustling market stalls and arcades, with a number of important arts and entertainment venues.

5.3.6. The townscape of the town centre is fundamentally of high quality and most of the area is designated a conservation area. A conservation area partnership scheme for the area has been highly successful and is coming to an end. However, the public areas have in the past presented a poor quality environment due to a lack of coordinated design and quality, poor maintenance and litter. Lambeth has introduced, to wide support, a Streetscape Manual for Brixton.

5.3.7. The A23, a major arterial route from London to Brighton dissects Brixton at its centre, causing major problems of pollution, noise and severance. The core town centre area is bounded to the west and south by a mix of Victorian residential housing and uniform network of streets, and to the north and east by a combination of high and low rise housing estates built in the 1960s and 1970s. Brixton is of special importance to black people with over 40% of the local population from black and ethnic minority communities. Nelson Mandela's visit in 1996 confirmed Brixton's international role in promoting racial and social harmony, and a centre for Black media and culture, several galleries, arts and design projects.

5.3.8. Brixton's image, fear of crime and personal safety, remain a concern for many people. The town centre has seen a reduction in recorded crime, yet the quality of the physical environment and certain types of street nuisance (such as petty crime and harassment) contribute to the continuing poor image. The recent introduction of CCTV and improved street design proposals can begin to build public confidence in the congested environment of the town centre and reduce shoplifting and personal crime.

5.3.9. Electric Avenue has considerable conservation importance — being one of the first electrically lit streets in Britain. The re-use of vacant upper floors is a particular priority. Its canopies removed for repair will be restored.

5.3.10. A comparatively high percentage (about one third) of Brixton's total retail provision is accounted for by independent operators and market traders, well above typical levels of 5 to 10%. This is one of the positive characteristics of Brixton, distinguishing it from other town centres in South London. Representation of high-street 'multiple' operators in Brixton is low, about half the number of comparable and competing centres. This can result in extra car journeys to other centres and consequent loss of potential trade, including spin-off trade to the smaller shops and the markets. The number of such 'multiple' operators has been improved with the 'Phase I' development under the arches next to the underground station.

5.3.11. The market, arcades and area of small multi-cultural and specialist shops to the east of Brixton Road are one of the main features that make's Brixton special. Hence the policy gives this area special protection.

5.3.12. The lack of multiple comparison goods shops (e.g. clothes) means that Brixton loses considerable potential expenditure to other centres such as Croydon, Bromley and the West End. The potential massive retail and leisure development in Elephant and Castle could also put Brixton's recovery in jeopardy unless it can effectively compete through widening its range and quality of shops.

5.3.13. There is also a lack of convenience floorspace (e.g. groceries) provision, with only one recent small supermarket development in the core of the town centre, which is heavily crowded throughout its long opening hours.

5.3.14. Historically, development proposals envisaged redeveloping much of the core of the town centre. This was clearly a misplaced approach, which failed to appreciate

the key conservation, cultural and community assets of the town centre, particularly around Electric Avenue. Local shops and cafes, as well as high street shops, expensive eateries and national multiples, do successfully co-exist in town centres and can indeed mutually benefit each other. There are sufficient possibilities in Brixton to achieve this mix, indeed for investment to help secure a mixed and vibrant community.

#### **Policy 60 — Brixton Town Centre – Late Night Facilities**

***Additional late-closing food and drink and night-club uses and extended opening hours should be confined to the core of the town centre and the East Brixton Regeneration Arc (MDO 5) where residential amenity would not be harmed by the development. The acceptability of proposals in the core of the town centre will be judged against Policy 29, having particular regard to public disorder issues for late-night opening, and are required to have active frontage uses open throughout the day. Changing circumstances will be assessed and any such proposal will not be permitted where it would exacerbate or create unacceptable late night disturbance to residents.***

5.3.15. There is a range of leisure, arts and cultural facilities in the town centre. The major venues are The Brixton Academy, which is one of the largest indoor venues in London, The Ritzy Cinema, which is the largest "art house" cinema complex in the country, and The Mass, The Dogstar and Havana Club.

5.3.16. The arts, entertainment and cultural sector has become important, contributing to a significant night time economy in the town centre with direct benefits to the small retailers in the core area, as well as creating many jobs and restoring a number of run down buildings. The centre has again become the main place to go to in the evenings in South London; Brixton is 'on the map'.

5.3.17. On the other hand, there is a great deal of local concern about the impact of noise and disturbance to local residents, especially from late night licensing. This is especially a problem in the edge of centre area, where further such uses are unacceptable. The core of the centre has a higher capacity than the edge of the centre to absorb late-night uses due to its market and office-dominated urban form and relative low levels of residential accommodation. In all cases, places of public entertainment need to be appropriately regulated and managed to ensure the safety of those using the facilities and the avoidance of unreasonable nuisance to local residents. This is as much a licensing as a planning issue although more can be done through co-operation between service areas including those dealing with litter, fly-posting and commercial waste controls work closely to ensure that businesses operate in a responsible manner.

#### **Policy 61 — Mixed-Use Development in Brixton Town Centre**

***Development within Brixton town centre should be for a mix of uses, as well as active frontage uses.***

***Development should include space for small businesses and community/voluntary groups where feasible and practical. Use of under-used upper floors for this use is promoted.***

5.3.18. Overall, there are more than 300 private companies in the Brixton core area, providing over 4,000 jobs. The public sector is also a major employer. Work by

Brixton City Challenge led to the creation of a number of premises devoted to small business — such as Brighton House. Brixton has a strategic role, recognised in the London Development Agency Economic Development Strategy, as a centre for Black and cultural industry small businesses. However, the high crime rates, and the visible social and economic deprivation in the Brixton environs also combines to constrain small business activity around the town centre through high insurance premiums and loss of potential income. Providing additional incubator space for such businesses could form a part of future development proposals, and there is further scope to develop these along Station Road and Railton Road in particular.

5.3.19. Brixton is also a major centre for visual and computer artists and theatre and performing arts groups. It is part of a 'Cultural Corridor' that is emerging of cultural industries all the way from Stockwell through Brixton and Loughborough Junction, Camberwell, Peckham and Deptford. As the heart of the borough there is also pressure, and a shortage of space, for voluntary and community groups.

**Policy 62 — Transport and Public Realm Improvements in Brixton  
Town Centre**

*(a) Short term - Improvements will be made for pedestrians and buses particularly on Brixton Road, Goldharbour Lane and Acre Lane. Removal of the central barrier will create more spaces for buses, and consequently the pavements will be widened, together with some relocation of bus stops and improved pedestrian crossings and measures to make pedestrian movement easier and in less conflict with those waiting for buses.*

*Improvements to Brixton underground station will be encouraged, with better access including a safe pedestrian route to the rail station, (linked to the reopened rear entrance to the underground station), traffic management on Atlantic Road and measures to reduce through traffic on Goldharbour Lane.*

*(b) Medium term - Closure of Effra Road next to Windrush Square. The development of a strategic transport hub around Brixton over-ground station together with safer and improved pedestrian and cycle routes, new north-south routes in the town centre, dedicated access to the town centre for Cross River Tram, improved bus interchange and stopping facilities and the pedestrianisation of Brixton Station Road.*

5.3.20. Brixton is a major transport interchange. The over ground railway runs through the town centre from the south to Victoria. The high level South London Link railway also runs through the centre of Brixton. However, the absence of a high level platform on this route means that trains are unable to stop. Similarly the low level branch to Blackfriars via Loughborough Junction has lacked services since the war. The Victoria Line of the Underground network starts in Brixton. However, the station is in need of investment. Its closed rear entrance is due to re-open. There is no direct interchange with the rail station.

5.3.21. There are over 45,000 bus journeys into Brixton each day. The level of commuter purchasing power created by Brixton's position as a major transport interchange (13.8 million passenger journeys per annum) creates opportunities for retailers which have not been fully exploited. Bus congestion and passenger congestion on narrow pavements from people waiting for buses, particularly those changing from the underground to go to Streatham and Brixton Hill, is considerable.

5.3.22. The pedestrian environment is poor in Brixton with overcrowded pavements caused by bus queues and the number of passengers using the stations. 'Space Syntax' studies have shown that the problem is exacerbated by the lack of north-south alternatives to Brixton Road which funnels most pedestrian traffic. The volume of traffic on the A23 is blighting the central Brixton area, local residents rightly see it as blighting the community and destroying the quality of public spaces.

5.3.23. The 'Brixton Hub' proposals (see below) would involve much safer and improved quality of interchange and would be a spur to regeneration around the station, as well as providing the potential to provide more pedestrian activity away from Brixton Road relieving pavement overcrowding.

5.3.24. Brixton offers the potential for a series of high quality public spaces with appropriate adjoining uses (predominantly community uses and uses that benefit from the open space location), including the restoration of the listed Raleigh Hall, which would be enlivened by the complexity, style and multi-cultural diversity of Brixton streets and people. Brixton could become a significant tourist destination and development sites have the potential to provide hotels as part of the mix of uses. The Brixton Oval/The Brixton Tate Library/Windrush Square public space is part of Rush Common. The landscaping and raised planted beds here do not work as a public space. The adjoining Windrush Square was recently created through the clearance of industrial uses and celebrates the arrival of the first ship of West Indian settlers into the UK.

#### **Policy 63 — Brixton Central Square**

***An improved and enlarged public open space will be created from the Brixton Oval and Windrush Square open spaces and from the closure of Effra Road, subject to any necessary consent under the Rush Common legislation and the terms of the Tate Will.***

#### **MDO 5 - East Brixton Regeneration Arc - Area: 7.4 Ha**

(a) *In line with the Mayor of London's Transport Strategy, the redevelopment of Brixton overground station and the area around it as a high-quality strategic transport hub, with: excellent standards of access for pedestrians (including the elderly, young and disabled), and interchange between trains, buses, taxis and trams, and the creation of additional high and low-level platforms;*

(b) *The creation of high-quality, safe north-south pedestrian corridors, including linking the overground and underground stations and linking and utilising space under the rail lines;*

(c) *Any new development should complement and build upon the existing mix of uses and scale which characterise the uniqueness of Brixton as a centre and provide a fine-grain, high-density mix of uses with a strong focus on the creation and integration of creative and cultural industry uses. Any retail uses will be assessed in relation to the sequential test in PPS6 and Policy 59. Any mixed-use development should provide replacement/improved/new affordable housing;*

(d) *The part of the area north of the high level railway should be developed comprehensively, with active frontages on ground floors and flexible mixed-use space on upper floors. A provision of through pedestrian links under the arches should be*

*created before the northern part is developed providing it safeguards a 12 carriage length area for high-level platforms for the proposed East London Line extension;*

*(e) The development of Popes Road car park is permitted provided an appropriate level of short-stay shoppers/visitors car parking is provided on site and/or elsewhere to the satisfaction of the Council;*

*(f) The retention of small shops, arcades and the market;*

*(g) Creation of more street frontage and active frontage uses along Coldharbour Lane;*

*(h) The preservation or enhancement of the conservation areas;*

*(i) Creation and/or improvement of public open space(s), in particular to integrate with any new development and assuage any increased density or intensity of use in the town centre;*

*(j) Provision of facilities for small business, the community and voluntary sectors and arts and culture uses;*

*(k) Improvement of sports facilities within the Brixton Town Centre;*

*(l) Replacement and provision of civic functions;*

*(m) Replacement and retention of market storage and ancillary facilities within railway arches;*

*(n) Improvement of West side of Somerleyton Road as a Mixed-Use Employment Area;*

*(o) Provision, if necessary, for the Cross River Tram.*

5.3.25. There are a number of retail and mixed-use development opportunities on all sides of Brixton - in large part Council-owned - but the greatest opportunities stretch in an arc from Popes Road to Valentia Place along Coldharbour Lane and the Railway - dubbed the East Brixton Regeneration Arc. This area has a scattering of industrial and other uses and until recently was devoid of investment. The strip fronting Southwyck House on Coldharbour Lane, and the buildings opposite, were blighted for 30 years by abortive motorway proposals, and suffer from a high rate of crime. Perceptions of the potential of the area have more recently changed with the success of new investment in Brixton and the time is ripe for investment.

5.3.26. The strip along Coldharbour Lane to Valentia Place, together with the adjoining 'Kwiksave triangle', Popes Road car park and possibly some land to the north offers the most potential for a significant amount of development of retail and mixed uses, effectively extending Brixton town centre north-eastwards. Recent development has shown that the railway arches are not a barrier to creative use of space underneath, effectively extending and linking sites.

5.3.27. This area has the best potential for providing increased retail and mixed-use development in the town centre. This could draw the over-concentration of activity away from Brixton Road, reducing overcrowding and congestion. It could also attract development pressure away from the area of small shops and arcades. The development, however, of individual stand-alone retail development on a small part of



this area, isolated from the core of the town centre, could blight the potential of the site as a whole and would be resisted until a comprehensive approach to the MDO is in place. Only such a comprehensive approach with the potential to attract a good supermarket or other quality retail operator as an anchor in this part of Brixton, would complement the Brixton 'Strategic Hub' focus, which major proposals would be required to contribute to in part. Pedestrian entrances and access would need to be orientated towards Atlantic Road and Popes Road in order to link to the town centre function and comply with national policy. There is also the potential for these sites to provide a significant amount of housing and other uses – potentially a hotel and small business conference centre - if sensitively designed.

5.3.28. The development of Brixton as a 'Strategic Hub' offers the potential to link the rail connections with an access to any new development on Popes Road. There would be the potential to develop a new small 'market square' and public space, with uses that overlook it in the evening, though retaining public lavatories.

5.3.29. There is also the potential, on Coldharbour Lane to the east of the Orpington Line, to recreate it as a boulevard street lined with trees, active frontages in existing buildings where feasible and improvement to the existing open space to the front of Southwyck House. This would make the area safer and present a clear entrance from Loughborough Junction to the town centre, which is currently ill defined, whilst retaining safe access and outlook for residents of Southwyck House.

5.3.30. The 'Brixton Hub' proposals would involve building on better links to the underground station and involve reinstatement of high level platforms on the South London Line (as part of the Mayor of London's 'OrbiRail' proposals) with the potential for rail services from Victoria and Brixton to Streatham (relieving bus congestion) via Herne Hill and Tulse Hill, and new low level platforms on the Blackfriars line link (linking to Camberwell, Loughborough Junction, Walworth and the Elephant – as part of the wider London South Central regeneration proposals). This would involve much safer and improved quality of interchange and would be a spur to regeneration around the station, as well as offering the potential to provide more pedestrian activity away from Brixton Road, relieving pavement overcrowding.

5.3.31. Development has the scope for making the area safer through contributing to transport improvements, redeveloping buildings and roofs, which are focal points for criminal activity, and through introducing natural policing through 'eyes on the street'.

**MDO 6 - Bon Marché Yard (between Nursery Rd, Ferndale Road and at rear of 442-444 Brixton Rd) - Area: 0.3 Ha**

*The Council will encourage the retention of the chimney and the creative use of the site, including the arches. The Council will seek the termination of general (B2) industrial uses, and their replacement with office/light industrial (B1) uses.*

**MDO 7 - Brixton "Phase II" Site - Area: 0.14 Ha**

*Development around London Underground Limited vent shaft including appropriate safeguards. Comprehensive development (CPO has been used), including through pedestrian link from underground station to over-ground station. Retention and restoration of railway hotel on Atlantic Road.*

**MDO 8 - Car Park to the rear of 337/365 Brixton Road - Area: 0.3 Ha**

*Development of surplus car park. Creation of a mews type terrace to the rear of the listed buildings whilst protecting and enhancing the amenities of the residents of Angell Terrace.*

**MDO 9 - Tesco Supermarket, 13 Acre Lane - Area: 1.2 Ha**

*Redevelopment with other uses above the ground floor retail use supported. Development should complement landmark status of Lambeth Town Hall, seek to reduce current car parking provision (providing overall a more sustainable approach to transport) and create an active frontage on Acre Lane, which would enhance the streetscape.*

**MDO 10 - Hambrook House, 17 Porden Road / 2-7 Town Hall Parade - Area: 0.5 Ha**

*These are currently municipal offices which may become surplus to operational requirements. Development should be compatible on either side of Porden Road, have active frontage uses to Brixton Hill, maintain consistency of setting of St Matthews Church and preserve setting of listed Town Hall.*

**MDO 11 - St. Matthews Estate (West of St. Matthews Road) - Area: 1.5 Ha**

*Redevelopment of estate in whole or part, to provide an improved design quality, whilst maintaining consistency of treatment along Brixton Hill. Development should be in the form of mansion blocks of a scale which do not protrude above the roofline of St Matthew's Church when viewed from Brixton town centre, protects Rush Common Land and maintains open gaps through the site. Development should be at an appropriately domestic scale along St Matthew's Road and recreate a street frontage. There is to be no net loss of housing or affordable housing.*

**MDO 12 - Brixton Road/Angell Town (West of Brixton Road, Near Junction with Loughborough Road) - Area: 1.7 Ha**

*Regeneration and restoration of historic frontages in conservation area and listed buildings at risk. Development of infill plots in keeping. Buildings should relate to and improve the setting provided by Max Roach Park and include frontage landscaped treatments, with removal of advertisements, and the amount of forecourt parking is strictly limited. Loss of employment sites is permitted where this is compensated for by meeting the other objectives of this proposal.*

**MDO 13 - Remaining parts of Angell Town Estate - Area: 3.6 Ha**

*Regeneration of housing estate already half completed. Creation of perimeter street blocks.*

**MDO 14 - Brixton Prison, Jebb Avenue - Area: 2.6 Ha**

*Listed building. If the prison becomes surplus then the scale of the site creates the potential for a mixed-use development with a range facilities. Redevelopment should include the retention and adaptation of original buildings of merit. If the prison remains, then appropriate operational development and improvement is permitted.*

**~~MDO 15 – Waterworks Road/ Blenheim Gardens, off Brixton Hill – Area: 1.42 Ha~~**

~~Mixed-Use Employment Area. Non-employment uses may also be appropriate where buildings are being listed or restored or inappropriate extensions and frontages to listed buildings are being removed or redeveloped. Other objectives include the encouragement of community uses and the restoration of Brixton Windmill and improvements to the surrounding open space.~~

**~~MDO 16 – Orchard Support Centre, Christchurch Road, and Tram Shed (237 Brixton Hill) – Area: 1 Ha~~**

~~Retention and re-use of tram shed in such a way as not to prejudice its possible use as a transport depot or any future extensions of the Cross River Tram route to Streatham. Re-use and appropriate mixed-use development around listed Orchard Centre buildings. Separate development of sites is acceptable, but should be complementary in terms of design, access and use.~~

## **5.4. Clapham High Street and Old Town**

**Policy 64 Food and Drink Uses in Clapham High Street and Old Town**

***The growth of large food and drink (A3) uses will be controlled in Clapham High Street and Old Town. In addition to the proportions of A3 uses set out in Policy 29, these uses will not be permitted where they would:***

- (a) Introduce a full drinks licence into edge of town centre areas; or***
- (b) Be in the core of the town centre, where a shop (A1) use could still be viable.***

5.4.1. Clapham has a long history of gentrification, and is an established destination for young professional individuals and couples needing access to Central London job markets. The area has a long history of active residential and business community involvement in development proposals and local discussions. Major issues remain, however. Parts of the housing stock are in need of major investment, and crime, unemployment and poor environment are major local issues. There is scope for much better transport integration, and associated public realm improvements, in Clapham between the buses and the tube and train station.

5.4.2. Clapham High Street has recently benefited from considerable investment in the renewal of some retail premises and refurbishment of premises, particularly for restaurants. From being very quiet in the evening the area is now very busy. This reflects the spending power of those who have moved into the area in recent years and it becoming a destination for an evening out. However, there is strong local concern about the poor range of shops in the centre and there is a danger of most if not all of the shops being lost. The experience of centres such as Clapham Junction suggests that in time chain retailers will be attracted. Therefore a marketing exercise, as for employment uses, is required where shops are proposed for conversion to A3 uses in the core of the centre.

**~~Policy 65 – Clapham Common and the Proposed Old Town Open Space~~**

- ~~(a) – Clapham Common – The restoration and improvement of Clapham Common is supported and promoted. Any development should comply with legislation protecting the area.~~**

~~Local roads crossing the Common will be closed where feasible – following consultation with the London Borough of Wandsworth – and, where necessary, parking controls will be introduced. The outstanding setting and enclosure of the Common will be maintained.~~

~~The number, scale and frequency of events on the Common will be controlled to protect its special character.~~

~~(b) – Old Town Open Space – Removal of the bus stands and creation of a new open space north of the Polygon and removal of the gyratory system to reduce through traffic is supported. Development in the area should contribute towards the creation of this open space. Alternative bus standing facilities should be provided in the Clapham Common area if the current ones are to be removed. These facilities should include staff toilets (retaining the existing toilets on common land), CCTV, and capacity to accommodate the envisaged growth in bus operations at Clapham Common.~~

5.4.3 Clapham Common is a key strength in environmental and recreational terms and is protected by special commons legislation, though there are concerns about the frequency and disturbance created by events. A master plan is being prepared for the improvement and restoration of the common. Much of Clapham Old Town also has significant heritage value, and have been the focus of investment through Heritage Lottery and Lambeth funding. The Old Town/Polygon area suffers from poorly designed bus stands. It is proposed to remove these to the west of the Polygon and make this a landscaped space. There are a number of redevelopment sites around it that could contribute towards a co-ordinated approach to improving the public realm.

#### **MDO 17 - 33 Macaulay Road/LETS - Area: 0.7 Ha**

Some limited loss of employment uses may be acceptable where these are replaced within the scheme as part of a mixed-use development with a significant proportion of employment floorspace within the redeveloped area. Retention of two-storey part of original optical works. Development of the two parts of the site should take place in a complementary manner which does not prejudice the creation of a main access for both parts off Macaulay Road. Development should create a street frontage onto Macaulay Road. New pedestrian routes into site from Clapham Common Northside and linking to Macaulay Road. Extension or improvement of Clapham Library.

#### **MDO 18 – 63 Old Town/Grafton Square Police Site – Area: 0.7 Ha**

Frontage onto Grafton Square should ideally be a historically well-informed extension of the terrace fronting the square, and protect and enhance the Grafton Square part of the Conservation Area. Development behind and adjoining this should be complementary in design, based around a public space. Frontage to Old Town should repeat context of existing frontage buildings. No issue of loss of employment, but a mix including small business units is needed.

#### **MDO 19 - The Orangery, off Worsopp Drive - Area: 0.4 Ha**

Restoration of listed building at risk and enhancement of its setting, with appropriate complementary community and other uses to rear and around.

**~~MDO 20 – Former Henry Thornton School, Clapham Common Southside (Includes Henry Thornton Centre, Elms Road and Lambeth College, Clapham Common Southside) – Area: 3.2 Ha~~**

*~~New Community Secondary School and College.~~*

**~~MDO 21 – Park Hill/Northbourne Rd & various sites fronting Clapham Park Road – Area: 0.9 Ha~~**

*~~Mixed-Use Employment Area. Re-creation, if possible, of street frontage along Northbourne Road. Retention of Weimar Piano factory and original industrial buildings of architectural merit.~~*

**~~MDO 22 – OCS Site, 44 Clapham Common Southside – Area: 1.5 Ha~~**

*~~Development of a high-quality enclave off Clapham Common without creating a gated community. Loss of employment acceptable owing to poor access.~~*

**~~MDO 23 – Hasslerigge Primary School, Bowland Rd – Area: 0.7 Ha~~**

*~~Listed former school with potential for conversion and some building in the grounds where this respects the setting of the listed school and historic outbuildings and creates street frontages. Buildings in grounds may come forward in advance providing they comprise an affordable housing element. The creation of a through pedestrian link from Tremadoc Road to Haselrigge School is supported.~~*

**~~MDO 24 – 35-39 Bedford Road, rear of 2-28 Ferndale Road – Area: 0.4 Ha~~**

*~~Affordable Housing Priority Site. Re-creation of street frontage that preserves or enhances the character of adjoining Ferndale Road Conservation Area.~~*

**~~MDO 25 – Former Drive Thru, 33 Clapham High Street – Area: 0.1 Ha~~**

*~~Development of a scale, use and design appropriate to the area and preserving and enhancing the character of adjoining Clapham High Street Conservation Area.~~*

**~~MDO 26 – Mary Seacole House, 91 Clapham High Street and various neighbouring sites – Area: 0.5 Ha~~**

*~~Redevelopment of building which currently detracts from the area with active frontage ground floor uses and less parking.~~*

**~~MDO 27 – Copyn Yard/Clapham Manor Depot, Clapham High Street/Clapham Manor Street – Area: 1.0 Ha~~**

*~~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. Re-creation of missing street frontages.~~*

## 5.5. Clapham Park

### Policy 66 Clapham Park

*The Council recognises the need for the improvement of the wider Clapham Park area (as defined on the Proposals Map). Regeneration of the Clapham Park Estate should take place in a manner that complements the surrounding area, including improvements to open spaces and community facilities which serve the wider area. Measures will be introduced to reduce the impact of parking and through traffic (especially on the South Circular Road) and to improve public transport links.*

5.5.1. Whilst Proposal MDO 28 seeks the regeneration of the Clapham Park Estate, the Council also recognises the need for the wider Clapham Park area to be improved. The Council wishes to ensure that improvements to the estate benefit the wider community and are properly integrated with improvements to the wider Clapham Park area.

#### **MDO 28 - Clapham Park Estate - Area: 61.9 Ha<sup>16</sup>**

*Regeneration of the area is promoted and supported. Priorities will be renewal of the housing stock, the improvement of neighbourhood centres, community facilities, the creation of a new local park and making better connections within the area and with its surroundings. The Council will work in partnership with Clapham Park New Deal for Communities.*

*Connecting up the neighbourhood with safe pedestrian pathways, for provision of new bus and cycle lanes and relocating bus stops to coincide with new pedestrian connections across King's Avenue and the South Circular, and improved east-west bus-links to ensure that the area benefits from wider transport improvements.*

*On the Pinewoods South Circular Road site, development should provide definition and frontage to South Circular Road. 'Drive through' development, including significant retail, would be an inappropriate use of this site in an out-of-centre location.*

5.5.2. Clapham Park area is a diverse, distinct community close to the boundary with Wandsworth. It encompasses parts that have benefited from the gentrification of Clapham alongside pockets of real deprivation that have not seen any significant regeneration activity.

5.5.3. Despite these apparent differences, the whole area is united in not having significant community facilities. The local library was closed in 1999. There is also widespread poor or very poor public transport accessibility, adding to a sense of neglect among all sections of the population. Fear of crime is significant across the area. Substantial New Deal for Communities funding has been secured for the Clapham Park estate. This is a major government initiative aimed at tackling the problems faced by some of the poorest neighbourhoods in England. It is based on partnerships that are firmly rooted in and representative of, the local community.

5.5.4. Consultants have been appointed to work with the community to correct the planning and design mistakes of the past which left parts of the area artificially

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<sup>16</sup> Incorporates MDO 22.

fragmented, divided by major roads and rat runs. Safe, warm and comfortable homes are a key priority for local people. Better housing will make a huge contribution to improving quality of life and tackling the causes of exclusion - particularly crime, health and involvement in community life. There is much open space and many buildings and spaces, which could be valuable local resources, but most are run down, vandalised and empty. Many people simply have nothing to do - there are no local leisure facilities, nowhere for children to play, nowhere for people to meet. Initial thinking on transport is to ensure that Clapham Park has good physical links to the rest of Lambeth and further a field. Lambeth is working in partnership with this community-led initiative which the plan fully supports. Although this regeneration project covers only part of Clapham Park, its effects will benefit a much wider community, particularly on nearby estates. The Council will work to ensure that its programmes are integrated with a wider programme of renewal for the area's deprived parts and the conservation of its unique character. The Council has prepared guidance to assist development at Clapham Park which will be adopted as a formal Supplementary Planning Document.

**~~MDO 29 – Former South London Women's Hospital, Clapham Common South Side – Area: 1.1 Ha<sup>17</sup>~~**

~~Retention of original building with improved forecourt treatment, and completion of missing wing. Active frontage uses appropriate to site at edge of local shopping centre.~~

## 5.6. Herne Hill

**~~Policy 67 – Herne Hill District Centre~~**

~~Improvement of traffic and environmental conditions in central Herne Hill, in addition to junction and other improvements in partnership with the London Borough of Southwark. The use of a very small part of Brockwell Park for this will exceptionally be permitted where this is essential to these improvements and the character of the Conservation Area/Historic Park is not harmed.~~

~~5.6.1. The District Centre is shared with the London Borough of Southwark and is split by the rail bridge and the busy roads, which intersect on it. Proposals will require close cooperation with Southwark both in terms of junction improvements and proposals for development. This could entail use of a very small part of Brockwell Park for junction improvement, both to improve bus flow and the safety of park users.~~

**~~MDO 30 - Herne Hill Station, Railton Road and various properties between 128 and 140 Herne Hill - Area: 0.4 Ha~~**

~~Improvement of listed station with safer access to both sides. Re-routing of bus services away from Rymer Street.~~

~~5.6.2. In the short term the station could be much improved, as could the area around it. On Railton Road the shops are struggling to survive.~~

<sup>17</sup> ~~Former South London Women's Hospital. This site has now been developed as a food store with residential flats above.~~

**MDO 31 – Shakespeare Wharf, Shakespeare Road – Area: 0.7 Ha<sup>18</sup>**

*Replacement of inappropriately located waste use in residential area.*

## **5.7. Kennington Cross**

**Policy 68 – Kennington Cross Local Centre**

*Seek to protect local shops and enhance the small convenience and specialist shopping function of the centre. The major roads network, which potentially divides the local community, should be improved to enhance the local environment, respect local heritage features and historic street furniture, raise the standard of pavement and street furniture design suited to such an area, create safe conditions for pedestrians and cyclists and improve bus stop connections between north-south and east-west routes.*

5.7.1. Kennington Cross is rejuvenating as a local centre, with the help of new specialist restaurants, but it is losing its shops. There is a strong local concern to strengthen the area's identity. It lacks food retailing, however. Traffic engineering works, completed as part of the development of the congestion charging zone in early 2003, have had the effect of severing Kennington Cross from areas to the north located within the zone. To mitigate against the impact of the congestion charging engineering process, the area is benefiting from a number of pedestrian and environmental improvements.

**MDO 32 - 2-24 Kennington Lane (including 2-6 Holyoak Rd and 130-138 Newington Butts) - Area: 0.6 Ha**

*Development preserving or enhancing the setting of adjoining conservation area. Continuation and recreation of narrow street frontages.*

## **5.8. Loughborough Junction**

**MDO 33 - Loughborough Junction – Area: 6.8 Ha**

*Scope for major co-ordinated regeneration, including a new station with South London Line platforms and the proposed East London line extension linking to Thameslink platforms. Identified as a Transport Development Area. Provision of a safer environment with improvements for buses, pedestrians and cyclists.*

*Redevelopment of bad neighbour employment uses permitted, providing it is part of a wider scheme meeting the aims of this proposal and providing a high density mix of uses. As a Transport Development Area, the Council will encourage generally higher density mixed-use development provided that this secures contributions to public transport and other transport objectives. Arts and crafts uses should be retained or relocated. The creative use of arches for employment or other uses compatible with residential uses is encouraged. Access will be restricted on Belinda, Ridgeway and Rathgar Roads to prevent opportunities for crime.*

*Retention of original pub buildings will be encouraged, but loss of pub uses is permitted where this meets community safety objectives.*

<sup>18</sup> –Shakespeare Wharf Shakespeare Road. This is a site in existing waste management use. Policy 56 (Waste) safeguards all existing waste management sites unless compensatory provision is made.



5.8.1. The area around Loughborough Junction is one of the most neglected and deprived corners of Brixton, with derelict shops, sites and buildings and problems of crime. There has recently been a consultation exercise on master planning issues for the area. Crime prevention, an improved street environment and transport improvements were identified as priorities. A coordinated approach is needed towards the re use of derelict sites, buildings, and enforcement against problem uses.

5.8.2. There is considerable scope for intensive development on the various brownfield sites around and close to Loughborough Junction station. If carried out according to a clear master plan, such development would support local shops and an enhanced shopping provision and provide linked improvements to the station - including the potential for creating platforms on the South London Line (which will form a possible extension of the East London Line/Orbital) linked to the existing Thameslink platforms.

**~~MDO 34 – 105 Minet Road/Wickwood Street – Area: 0.7 Ha~~**

~~Loss of employment uses permitted providing it secures modern employment premises on the adjoining KIBA and a new access to it onto Loughborough Road.~~

**~~MDO 35 – Bengeworth Road Depot and Adjoining Land off Bengeworth Road – Area: 1.4 Ha~~**

~~Mixed-use employment area. New series of streets with mixed uses or expansion of hospital uses. Retention of listed building.~~

**~~MDO 36 – 118-120 Coldharbour Lane – Area: 0.5 Ha~~**

~~Removal of contract parking. Affordable housing priority site. Recreation of street frontages.~~

## **5.9. Myatts Field North**

**MDO 37 - Cowley/Myatts Field North Estates - Area: 19.1 Ha**

*The Council supports the redevelopment of most of Myatts Field North Estate, part of the Cowley Road Estate, and the refurbishment of the remaining parts.*

*Redevelopment should create a safer series of streets and open spaces and a proper sense of enclosure along Cowley Road. Some loss of open space may be permitted provided the extent of loss is kept to a minimum, is compensated for through improvements to the quality of the remaining open space, and is supported through a community-led masterplanning exercise. Replacement pitches should be provided as part of the redevelopment of Myatts Field North.*

*Redevelopment should also achieve the restoration of street frontage around Melbourne Square, a protected London Square.*

*The loss of public open space should be minimised through the use of peripheral redevelopment sites.*

*The Council will also seek the downgrading of the dual carriageway on Akerman Road.*

*Redevelopment should be of a sufficient density to ensure an appropriate mix of housing type, affordability, and no loss of affordable housing. Zero energy development should be achieved on at least part of site.*

5.9.1. Work continues in co-operation with the local community to produce proposals for the regeneration of Myatts Field North, an area of poorly designed social housing. The area has poor and unsafe through routes. The Mostyn Gardens open space is of poor quality, has never successfully worked as an open space and is extremely unsafe. Proposals are being developed to retain, through refurbishment and redevelopment, the existing social housing, and providing additional private housing in a part of the borough with the lowest concentration of such housing, helping create a more mixed and balanced community. Though there may be some loss of open space, that remaining would be better located, safer and of higher quality.

## 5.10. West Norwood

### **Policy 69 — West Norwood Cemetery**

***Proposals for West Norwood Cemetery should:***

- (i) — Protect its heritage of fine memorials, catacombs and tombs (including a number of listed structures);***
- (ii) — Preserve and enhance its character as a conservation area;***
- (iii) — Maintain the cemetery for continuing burials and cremations;***
- (iv) — Promote public access and nature conservation so far as this is consistent with the above objectives.***

5.10.1. The South Metropolitan Cemetery (now known as West Norwood Cemetery) dates from 1837 and is the finest necropolis in South London and also one of the most important cemeteries in England. However an unlawful 'lawns conversion' policy led to the destruction of at least half the number of grave markers and memorials that existed in 1966 and illegally allowed reburial in over 1,000 graves. The Scheme of Management Committee (to which Lambeth appoint representatives) is now working with the Friends of West Norwood Cemetery on proposals for rectification and the sensitive conservation of the cemetery. The Scheme of Management Committee will ensure that the 19th century existing character is maintained and that the cemetery is managed in line with the Ecology and Landscape Strategy to be agreed under the Scheme of Management. The Council will adopt a Land Management Plan that accords with the strategy and with ecclesiastical law.

### **Policy 70 — West Norwood Commercial Area**

***In the West Norwood Commercial Area (defined as a KIBA on the Proposals Map between Knights Hill and the railway) the regeneration of commercial and business premises, and improvement of the environment, is promoted and supported. In addition to employment uses, non-intensive leisure uses appropriate to an edge of centre location are permitted.***

***Employment uses and/or generated traffic (in particular specific uses within the B2 use class) should not have an unacceptable impact on nearby residential amenity.***

~~Measures to reduce traffic conflict, improve access roads and better control on-street parking will be introduced, together with public realm improvements and better interchange, walking/cycling facilities.~~

~~The comprehensive redevelopment of the MDOs below will be supported to improve access and servicing and to consolidate sites to create larger sites more suitable for a range of potential occupiers.~~

~~Residential is only permitted as part of the redevelopment or re-use of former shops on Norwood High Street, as part of mixed use schemes where the ground floor and at least 30% of the gross floor area is employment use (including the work element of work-live schemes). Loss of ground floor shops to other commercial uses with active frontages is permitted. Older buildings of merit on the High Street should be retained.~~

~~5.10.2. West Norwood Commercial Area, in the southeast of the borough, has for many years been promoted specifically for industrial and business development. It has a variety of land uses with a predominance of industry. It is the largest such area in the borough.~~

~~5.10.3. Many of the shops along Norwood High Street are derelict or vacant, or appear so but have businesses behind. The southern end of Norwood High Street is developing its own character as a separate local shopping centre.~~

~~5.10.4. Whilst the Council has successfully helped create a larger and mixed industrial area, with a cluster of printing industries, there are pressures from developers to redevelop industrial land and premises in the area for other uses, particularly housing. The Council has prepared a regeneration strategy for the area which suggests that the majority of firms want to stay and invest in the area, though there are difficulties in finding sites to expand into and problems with on-street car parking and service access.~~

~~5.10.5. Because it has a mixed use character on the High Street and edge of centre location, a wider range of uses than elsewhere is permissible. Residential development throughout the area, however, could prejudice its future as an industrial and business area and bring traffic and amenity conflicts.~~

**MDO 38 - West Norwood Opportunity Site - Brooks Laundry, 2-20 Lansdowne Hill, 260-367 Norwood Rd, 1-12 York Hill - Area: 1.4 Ha.**

*Redevelopment for town centre uses with residential and other uses above in accordance with Policy 5. Loss of industrial uses permitted providing it meets objectives of proposal.*

*Creation of Town Square. Retention of original Victorian shop frontages if possible. Bus lay-by and bus priority measures.*

5.10.6. This part of Lambeth is also experiencing a rise in land and property values as part of the general trend in London. However, it has not benefited to the same extent from the levels of investment in other parts of Lambeth, and is not as well served by transport and communications infrastructure. An audit of local community facilities and any deficiencies is to be carried out by the Norwood Forum. Norwood contains the major concentrations of industrial activity in Lambeth, and there is increasing evidence of development pressures for conversion to other uses - including housing. The area is within the area of benefit for the Crystal Place SRB programme, and has

received funding for shop front improvement schemes and environmental improvements, as well as sports development.

5.10.7. There are a number of opportunities for improving West Norwood Town Centre. Central to the future of West Norwood Town Centre is the need to consolidate out of town shopping developments; and the impact of traffic flows, congestion and parking issues both on the quality of the local environment and on the competitiveness of the town centre. West Norwood has a number of small supermarkets, but retail choice is limited by a lack of medium-sized or large supermarkets. There may be a potential site for providing one, with mixed-use development such as housing above, in the area between Brooks Laundry and Norwood Road.

**~~MDO 39 – 443 Norwood Road – Area: 0.4 Ha~~**

~~Affordable housing priority site.~~

**~~MDO 40 – Former Grove Centre and Elmcourt Road Schools – Area: 2.0 Ha~~**

~~New secondary school.~~

**MDO 41 - Winn and Coales - 19-37 Rothschild Street and 31 Chapel Road - Area: 1.0 Ha**

*Development for commercial purposes. Completion of service road from Chapel Road to Rothschild Street.*

**~~MDO 42 – Scrapyard, Windsor Grove – Area: 0.24 Ha~~**

~~Mixed-Use Employment Area. Part of site to revert to nature conservation use.~~

**MDO 43 - Knights Hill - Former Lambeth College (Junction of Chapel Rd) - Area: 0.7 Ha**

*Development of a mix of employment or mixed employment/community use. Development should have proper street frontages onto Knight's Hill and Chapel Road. Wider pavement on Knight's Hill. Retention and restoration of cattle trough and fountain.*

**~~MDO 44 – Rothschild Street/Ernest Avenue (various commercial sites fronting Rothschild Street, Ernest Avenue and Norwood High Street) – Area: 0.9 Ha~~**

~~Mixed-Use Employment Area – non-employment element restricted to no more than 20% of gross floor area and to upper floors on Norwood High Street. Development of modern commercial estate behind with internal service roads, safeguarding of new access off Ernest Avenue and extension of Bus Garage.~~

**~~MDO 45 – 99-131 Norwood High Street – Area: 0.4 Ha~~**

~~Mixed-Use Employment Area with new service road behind. Retention of original house at 121 Norwood High Street.~~

**~~MDO 46 – 44-52 Norwood Road – Area: 0.3 Ha~~**

~~Affordable housing priority sites. Continuation of Norwood Road street frontage.~~

**MDO 47 - Avenue Park Rd (railway sidings on north side of the road) - Area: 0.5 Ha**

*Creation of street frontage. New pedestrian link through to Tulse Hill Station.*

~~**MDO 48 - Former Norwood Primary School Gypsy Road - Area: 1.0 Ha**~~

~~*If not suitable and/or viable for a community use for which there is local demand, then redevelopment for housing would be expected. Layout to minimise environmental impact of industrial use to north.*~~

~~**MDO 49 - Vale Street Depot (including land formerly in depot use) - Area: 0.6 Ha**~~

~~*MDO to be considered comprehensively, retaining a civic amenity/recycling facility. The site is also identified as an Affordable Housing Priority site with appropriate community and recreational uses. Support for zero energy development.*~~

## **5.11. Oval**

5.11.1. The largest physical presence in the Oval area is the Oval Cricket Ground, which wishes to expand but currently relates poorly to its surrounding area. The area has a number of significant development sites immediately to the north of the Cricket ground. The adjoining Vauxhall Park housing estate has prepared the Oval neighbourhood plan for the regeneration of the area which Lambeth fully endorses.

**MDO 50 - Offley Works, Offley Road, and 44 and 46 Offley Road - Area: 0.4 Ha**

*Conversion of buildings. Suitable for a mix of uses without loss of employment.*

**MDO 51 - 43-55 Clapham Rd (Otis) - Area: 0.2 Ha**

*Redevelopment of buildings which detract from the character of the conservation area would be preferred, thereby providing buildings that relate better to adjoining listed Georgian buildings.*

~~**MDO 52 - Freemans - 135 Clapham Road - Area: 1.6 Ha**~~

~~*Mixed Use Employment Area.*~~

~~*Retention and restoration of listed building at risk to frontage of site, and development to respect setting of adjacent listed buildings. Retention and restoration of original print-works building to Clapham Road frontage in Stockwell Park conservation area, with complementary design, setting and materials. Its later rear additions may be demolished. Creation of street frontage onto Liberty Street with development of a complementary height.*~~

~~*Through pedestrian and cycle only links to Liberty Street.*~~

~~*Amenity of all surrounding properties to be protected, particularly through retention of a significant buffer between new buildings and adjacent residential properties on Bakery Close and Clapham Road, and security of back gardens along Durand Gardens maintained.*~~

~~*New open spaces within site, with open areas not dominated by parking.*~~

### **MDO 53 - St Agnes Place (Area to East of Kennington Park) - Area: 3.1 Ha**

*Restoration of street pattern. Development of housing. Creation of a better link from Kennington Park to Kennington Park extension (including part in Southwark off Bolton Crescent). Improvement and consolidation of adjoining children's play facilities. Improvement of community facilities.*

### **MDO 54 – Stannary Street (Various Commercial Sites between Milverton Street and Stannary Street) – Area: 1.5 Ha**

*Mixed-Use Employment Area. Part of the site, and much of the surrounding area, is in a conservation area, development should address Stannary Street as an additional front, not a back. No additional floors to buildings onto Stannary Street.*

### **MDO 55 - Tesco Supermarket - 263-275 Kennington Lane - Area: 1.4 Ha**

*Potential for more intensive development above store and in car park area. Creation of street frontage complementing area with improved entrance.*

### **MDO 56 – Beefeater Distillery, 20 Montford Place and Other Sites to the East of Montford Place – Area: 0.9 Ha**

*Mixed-Use Employment Area. Original distillery building fronting Montford Place (West) should be retained. Completion of street pattern in character with Georgian terrace on Montford Street (south) and facing Kennington Green.*

### **MDO 57 – Oval Gasometers, Kennington Oval – Area: 2.1 Ha**

*Contaminated Site. Mixed-Use Employment Area. Development should create street frontage to Vauxhall Street. Should retain a view from Oval Cricket ground to Houses of Parliament and create a new public space within the site. Oldest gasholder should be retained and may be listable.*

### **MDO 58 - 238 Kennington Lane/2-14 Dolland Street and 1-3 Loughborough Street - Area: 0.5 Ha**

*Sites behind petrol filling station should not be developed separately from filling station itself. Retention or relocation of arts uses.*

## **5.12. Upper Norwood and Gypsy Hill**

### **Policy 71 – Upper Norwood**

***Lambeth will work with the four neighbouring boroughs to regenerate Upper Norwood, protect its character and heritage and improve traffic conditions and public transport. Long distance views of the London Skyline will be protected.***

5.12.1. Upper Norwood is shared between five boroughs. The area has great character and is undergoing substantial change. There needs to be significant co-operation between the boroughs to regenerate it and to secure appropriate benefits from any major development at Crystal Palace.

**MDO 59 - Land to the rear of White Swan Public House, Westow Hill and 10-20 Crystal Palace Parade - Area: 0.4 Ha**

*Development should exploit change in levels on site and relate in scale and form to the public house. Redevelopment of Crystal Palace Parade permitted providing the replacement building contains small active frontage uses and development enhances Westow Hill Conservation Area. Retention and creative re-use of former public lavatories.*

**MDO 60 - 3-5 Cawnpore Street/99-107 Woodland Road - Area: 0.2 Ha**

*Creation of street frontages on both roads. Affordable housing priority site.*

### **5.13. Stockwell**

**Policy 72 — Regeneration of Stockwell**

~~*The regeneration of Stockwell is promoted and supported. Priorities will be renewal of the housing stock, the improvement of the district centre and making better connections within the area to the centre.*~~

~~5.13.1. The Stockwell Partnership is playing a leading role in the regeneration of Stockwell backed by a SRB programme and a recently approved Urban II Community Initiative programme. Lambeth Council and the Partnership has agreed a Stockwell Master plan, which sets down widely supported ideas for improving the area and making better connections between its disconnected parts. The Master plan contains three key focus areas which are incorporated into the UDP: improving Wilcox Road and its links to South Lambeth Road; redefining the public realm for pedestrians and cyclists outside Stockwell station; and improving the area around the former South Bank University and Larkhall Park. The Stockwell Partnership, in conjunction with Lambeth Council, has also identified 12 Master Plan Priority Projects that are being developed through the Stockwell Officers Group.~~

**MDO 61 - Stockwell Station, Stockwell Road and Richardson Court, Studley Road - Area: 0.5 Ha**

~~*Redevelopment of station (as an interchange when Cross River Tram goes forward) with active frontage uses and other uses above, including ground floor retailing and housing above.*~~

~~5.13.2. The district centre around Stockwell underground station does not provide the range and quality of stores that would be expected by the catchment and the number of people using the underground. It is also divided in parts by post-war redevelopment. There is the scope to redevelop the station (as an interchange when Cross River Tram goes forward) with ground floor retailing and housing above. If combined with adjoining housing (which would need to be replaced as affordable housing) this could provide a new heart for the centre leading to considerable housing, shopping, transport and environmental improvements.~~

**MDO 62 - 6-7, 15-19 Stockwell Green - Area: 1.3 Ha**

~~*Redevelopment preferred. Some loss of employment floorspace permitted providing that:*~~

- a) *The development includes a proportion of employment and/or community uses (at least 1/3 of floorspace GFA), in particular space for small businesses; and*

*Development on Landor Road should enhance setting of adjoining Stockwell Green Conservation Area and adjoining listed building. Recreation of street frontage to Lingham Street and restoration of Eastcote Street through to Stockwell Green.*

**~~MDO 63 – Land to the rear of West Stockwell Neighbourhood Office, land to the rear of Union Grove plus Coronation Hall, Union Road and Open Area fronting Smedley Street – Area: 0.4 Ha~~**

~~*Replacement of community facilities including health/community resource centre with potential for other uses on remainder of site. Completion of perimeter block. Replacement children's play facilities on part of site.*~~

**~~MDO 64 – Union Road (Clapham Road), 340a-344 Clapham Road – Area: 0.5 Ha~~**

**~~MDO 65 – 9 Jeffrey's Road, 330-340 Clapham Road – Area: 0.6 Ha~~**

**~~MDO 66 – Former Annie McCall Hospital/Stockwell Studios – Area: 0.3 Ha~~**

~~*The first two sites are Mixed Use Employment Areas. The schemes should improve the access to industrial areas, preferably with in-out access for 8m vehicles.*~~

~~*Schemes should include a significant element of units for Small and Medium-Sized Enterprises (SMEs) and the creative industries. Retention of Stockwell Studios and garden for arts, culture and education use.*~~

~~*Non-employment uses should be confined to the Union Road and Clapham Road frontages with employment uses behind. Development of sites to be in a complementary manner.*~~

~~*Some active frontage uses on Clapham Road.*~~

~~*Retention and/or enhancement of:*~~

- ~~*• Former Annie McCall Hospital, Stockwell Studios and Garden.*~~

~~*5.13.3. There are a number of industrial sites on Clapham Road which are coming forward for development. There are disconnected industrial units at either end but the sites in the centre are coming under pressure for other uses. A development brief has been prepared to guide the development of these sites and to ensure a better disposition of land uses.*~~

~~*5.13.4. The Vauxhall/Battersea Area, including Wandsworth Road is in need of regeneration – preferably working jointly with the London Borough of Wandsworth. It is adjoined by major development proposals and there is scope for development at several key sites.*~~

**~~MDO 67 – South Bank University/Lambeth College Wandsworth Road – Area: 1.7 Ha~~**

~~*Redevelopment of part of site if surplus for current educational use and no alternative educational user. Development should have a clear demarcation with remaining*~~



~~educational use. Development should have a much-improved relationship to Wandsworth Road with active frontage uses.~~

~~Better links of site to public transport facilities and to an improved Larkhall Park.~~

#### **MDO 68 - Courland Grove (Plot North of Euro Towers) - Area: 0.2 Ha**

~~Removal of car park. Recreation of street frontage. Improvement of adjoining Larkhall Park.~~

#### **MDO 69 - Wilcox Road - Area: 0.4 Ha**

~~Revitalize the unique character of Wilcox Road by enhancing the streetscape and commercial activity. Potential for redevelopment of single storey shops to north of site. Improve the route between Wandsworth and South Lambeth Roads.~~

#### **MDO 70 - Clyston Street/Wandsworth Road - Area: 1.1 Ha**

~~Mixed-Use Employment Area. Site should incorporate scrap yard to avoid proximity to bad neighbour uses. New industrial access from Pensbury Street, thus diverting industrial access traffic onto this new road and enabling width restrictions on residential roads of Clyston Street and Stewarts Road. Development should form a buffer between industrial uses and the new road to the north and any residential/mixed-use development to the South. Non-Employment floorspace to Wandsworth Road frontage. Replacement of existing affordable housing.~~

### **5.14. Streatham, Streatham Hill and Streatham Vale**

#### **Policy 73 — Regeneration of Streatham Town Centre**

~~The regeneration of Streatham Town Centre is promoted and supported with improvements to the quantity and quality of shopping provision.~~

~~Street management measures to reduce the impact of through traffic and problems of severance on the A23 will be undertaken with TfL. These measures will include the narrowing of part of the dual carriageway to single carriageway, improving conditions for pedestrians and cyclists; and continuous bus (or possibly tram) lanes which also applies to the areas around Streatham Library and north of St Leonard's Junction. Traffic management measures on streets elsewhere in Streatham will be sought to prevent traffic being displaced.~~

~~Urban design should re-enforce the character of the area as a linear centre framed by varied apartment blocks with active frontage uses. Priority is given to improved signage, advertising and the reduction of clutter. The preservation and enhancement of the conservation area will be undertaken with improvements to the shop fronts and business premises. Alternative uses for vacant commercial upper floors are supported.~~

~~Priority will be given to addressing the shortage of community facilities (in particular for a medium-sized multi-function non-denominational space) and arts and culture uses in Streatham.~~

~~Limited additional off-street short-stay parking for shoppers is supported.~~

~~Several sites have the potential to offer an expansion of the retail offer in Streatham Town Centre. The Council will encourage any opportunity to create a comprehensive development on the eastern side of the centre, which is currently less active than the western side. Any development, however, should reinforce and not undermine the specialist role of the different parts of the centre, whilst maintaining a mix of shops and facilities throughout the centre:~~

~~(a) — Northern Edge – This area has the highest number of buildings in poor condition. Improvements to the buildings will be encouraged.~~

~~(b) — Streatham Hill (Northern Core) is promoted as an enhanced retail area, offering a range of retail formats appropriate in a viable and vital town centre with an evening economy and a number of specialist shops.~~

~~(c) — The area between the two cores (Central Edge) has a high concentration of mansion flats above shops. An appropriate mix of uses for both visitors and residents will be encouraged, whilst protecting residential amenity.~~

~~(d) — Central Streatham (Southern Core) around the library as the core of the town centre with the main shops. Environmental improvements, a reduction in severance caused by the A23, and a focal retail centre are needed.~~

~~(e) — Southern Edge, comprising:~~

~~(i) — The ‘dip’ – the original ‘village’ area (around the churches) should be promoted as a centre for smaller specialist shops and other premises. This forms the historic core of Streatham. The A23 and the junction with Mitcham Lane cause a significant detrimental impact on this area. Environmental improvements, reduced traffic impacts and the development of additional specialist shops and restaurants to complement those already there are sought.~~

~~(ii) — Streatham Station Area should be promoted as a transport interchange and leisure area. This area includes Streatham Pool and the Destination Streatham leisure-based mixed-use regeneration site. New leisure facilities, housing, environmental improvements and the development of a high-quality transport interchange are sought to improve this area and strengthen the town centre as a whole.~~

5.14.1. Streatham contains the largest shopping centre in Lambeth, and also provides a focus for the leisure and evening economy. Although a residential area, it has many inner urban problems such as crime and lack of access to housing and poor quality houses in multi occupancy.

5.14.2. Streatham High Road (A23) comprises a concentration of shopping and entertainment facilities stretching over 2km, and is one of the longest high streets in Europe. Streatham was particularly badly hit by the late 1980s/early 1990s property-led recession with the loss of several major national retailers, including the large Pratts store (John Lewis Partnership). Streatham Town Centre has 527 ground floor uses, and is particularly well served for convenience retail and service uses. The centre suffers considerably from the impact of through traffic on the A23, which is the major route from South London to the south coast, and therefore fulfils a strategic function, as well as being the spine of Streatham High Road. The area is not connected to the tube network, and as a result the heavy use of the A23 creates congestion, which can harm connection of buses to Brixton. There remain pockets of

deprivation, mostly connected with social housing estates, where there is little history of regeneration or renewal activity. There are substantial amounts of vacant upper floor commercial floor space.

5.14.3. Lambeth perceives the key challenge facing Streatham Town Centre is its future form and function, and its competitive position in relation to competing centres in south London and beyond. To assist with this TfL's Streatham Street Design Guide looks at how Streatham High Road (A23) can be improved between the Christ Church Rd/Streatham Place junction and the borough boundary. The focus of the Design Guide is on improving the public realm of Streatham High Road. This includes the widening of the footway and narrowing of the carriageway, and reducing street clutter by focusing on paving, street furniture and trees, lighting, and signage.

There is the potential to extend the Croydon Tramlink and the proposed cross river tram to Streatham. Lambeth considers that traffic management measures at its southern end can remove the main physical barrier to bringing this about.

5.14.4. In general terms the High Road can be split into five areas. The Northern Core around Streatham Hill is principally the leisure area with the concentration of "evening economy". Central Streatham forms the Southern Core which encompasses multiples such as Sainsbury's, WH Smiths and Woolworth's and the library. The Southern Edge comprises the areas south of the library: the 'dip' which is the original 'village' area around the churches and green; and Streatham Station Area, including the Destination Streatham regeneration site (MDO71). The other two areas are the Central Edge (the area between the two cores) and the Northern Edge.

5.14.5. The plan seeks the complementary development of these areas with each playing an increasingly specialised role. The aim is that one part of the town centre or one of its edges does not expand to the disbenefit of the others.

#### **MDO 71 - Destination Streatham (Ice Rink/Streatham Station) - Area: 4.7 Ha**

*The development of Streatham station and the area around it should:*

- (a) Create a high quality strategic transport hub - with excellent standards of interchange between pedestrians (including the elderly, young and disabled), cycles, underground, trams, trains, buses and taxis - as part of the transport strategy of the Mayor of London;*
- (b) Continue to provide ice skating facilities on the site. Any development must include ice skating facilities of regional importance, including a full size (60m x 30m) ice surface. During redevelopment, the continuity of ice skating provision on the site must be secured. Retain or create a local swimming pool with associated indoor sports and fitness centre;*
- (c) Develop a landmark high density mixed use development which supports reduced car use;*
- (d) Complement and not undermine the regeneration of the core of the town centre with a scale and form of development that has an acceptable impact on Streatham Town Centre when judged against Policy 5;*
- (e) Re-open a safe pedestrian connection from Streatham High Road to Hambro and Ellora Road;*

(f) *Preserve or enhance the character and appearance of the conservation area by providing and maintaining continuous façades along the high road, retaining much of the 1920s swimming pool, retaining and restoring/enhancing the listed United Reformed Church and Sunday School annex building and improving their setting. Keeping the façade of the original ice rink if practical within the overall objectives;*

(g) *Provide alternative satisfactory bus layover and turning arrangements;*

(h) *Provide arts and community facilities, and*

(i) *Provide a level of off street parking in accordance with Council parking standards, whilst ensuring that on-street parking problems are not increased in the surrounding residential streets.*

*Piecemeal development within this Major Development Opportunity site will be resisted where it would compromise one or more of the above objectives.*

5.14.6. This is a large area raising many development and conservation issues between Station Approach, Streatham High Road, Natal Rd and the rear of the properties in Ellora Rd. It includes Safeway's, the station, the swimming pool, the former council depot to the rear of the swimming pool, the ice rink and former bus garage (in private ownership) and a United Reformed Church and Sunday School in between. A Planning for Real consultation exercise and development study has looked at options for the whole area and has identified a number of opportunities and some possible constraints to the development of the site.

5.14.7. The Streatham High Road and Streatham Hill Conservation Area runs from the United Reform Church, which is Grade II listed, northwards, (excluding Safeway's and Crown House) to the north of the railway, the depot and some buildings at the rear to the south.

5.14.8. There is the potential to create a 'Streatham Transport Hub', which would be a focus for more intense development around the station, help provide an improved bus interchange, and, in the longer term, also link to an extended Cross River Tram and/or Croydon Tramlink. The potential for increased numbers of passengers using the station would also provide an opportunity for additional food and non food retailing serving commuters.

5.14.9. Bus garage facilities need to be restored or provided elsewhere to meet the Mayor of London's aspirations to increase bus use. As a minimum, provision for satisfactory bus layover and turning facilities will need to be made on the site. Off street parking will nevertheless need to be provided to service the development and should be in accordance with the appropriate parking standards. The development of a transport hub may bring more on street parking, as may improvements to Streatham Hill Station, and the issue of controlled parking may have to be looked at again if there is demand from residents.

5.14.10. Improved pedestrian links to the north and to surrounding residential streets is important. This will improve accessibility to Streatham station, particularly from the residential area to the west of the site and provide enhanced pedestrian links to the core town centre retail area.

5.14.11. Existing conservation assets on the site, such as the listed church and buildings accommodating sports facilities protected by conservation area designation, offer a real potential for regeneration. The setting of the church in particular has the

potential for significant enhancement and has been identified as an opportunity for the development of a new public open space.

5.14.12. There is potential for significantly enhanced swimming pool, ice rink and other indoor sports facilities and Lambeth is working with Sport England to achieve this as part of the 'Destination Streatham' project. The site also provides the opportunity for high density residential development which will provide the potential for a significant element of affordable housing to meet council and the Mayor's requirements.

5.14.13. Although there is the potential to create a new commercial attraction for Streatham that will bring jobs, housing and recreation opportunities levered by enhanced transport facilities, the concern is the potential harm to the core of the town centre to the North. Significant retailing is, therefore, only likely to prove acceptable if national policy tests on suitable alternative sites in the core retail area are considered first, and if it can be demonstrated that development of this site can occur in a complementary manner.

#### **Policy 74 — Streatham Vale and Lower Streatham**

~~*In Streatham Vale and Lower Streatham, Lambeth will work in partnership to reduce through traffic on residential streets, improve public transport, the environment, Streatham Vale Park, primary health care, meeting rooms and other community facilities, local shops, and reduce crime.*~~

~~5.14.14. Streatham Vale has a character unlike most of the borough, with many small, and relatively affordable, family houses (generally too small for conversion under Policy 17). This and the adjoining area of Lower Streatham have poor public transport accessibility, narrow roads and suffer from problems of crime, through traffic and forecourt parking (see Policy 39(F)). Eardley Road sidings is a nature reserve with limited access controlled by the London Wildlife Trust. Streatham Vale Park is a park in need of improvement; it adjoins the borough's traveller's site. The Town Centre Forum is working to tackle these problems.~~

#### **MDO 72 - 1-21 Streatham Vale/100 Woodgate Drive Homebase Store, car park and service area – Area: 0.7 Ha**

*Mixed-use development to include non-food retail, residential and community use (primary health care and library). Active retail frontage to Streatham Vale should be re-provided to replace existing retail units.*

#### **MDO 73 - Caesars (former Locarno Ballroom) and adjoining properties, 146-178 Streatham Hill – Area: 0.4 Ha**

*Redevelopment of Caesars (former Locarno Ballroom) and adjoining properties to the south and north to increase retail provision as part of a mixed-use scheme and re-provide retail frontage along Streatham Hill. Any development must, as part of the mix of uses, complement the current surrounding type and form of retail units of the town centre, enhancing and increasing the retail offer in this area with potential for residential above. Any development should also sensitively complement and enhance the setting of the Streatham High Road and Streatham Hill Conservation Area and be designed considerably in respect of the lower level residential area on Blairderry Road. The frontage building consisting of numbers 146 to 178 Streatham Hill should be retained. Comprehensive development of the site is not essential, but any*

*piecemeal approach or redevelopment in stages should acknowledge the potential of the unified wider site.*

#### **MDO 74 - Unigate Depot 129 Valley Road - Area: 0.7 Ha**

*Creation of street frontage to Valley Road. Improvements to Unigate Open Space.*

#### **MDO 75 - Valley Road Yard (Rear of 25-41 Valley Road, Access off Curtis Field Road) - Area: 0.4 Ha**

*Loss of employment will not be a determining factor on this site. Housing development should improve the type and mix of housing in the area. Development should respect the adjoining open space and respond to the slope of the site. Improvements to Unigate Open Space.*

### **5.15. Vauxhall**

#### **Policy 75 - Vauxhall/Battersea Area, including Wandsworth Road**

*Lambeth will work with the London Borough of Wandsworth to coordinate regeneration efforts and public transport improvements in the Vauxhall/Battersea area:*

- Ensuring that the benefits from significant development, such as at Battersea Power Station and Vauxhall Cross, are better connected and spread along Wandsworth Road and the surrounding area, up to Queenstown Road, including the three 'Heathbrook' estates; and*
- Ensuring social, economic and environmental benefits for the communities along the Wandsworth Road.*

*In addition, the Council will seek to maximise the benefits resulting from the extension of the East London Line to Wandsworth Road station, including better interchange facilities. Improvements to the Clyston Street/Stewarts Road industrial area, as part of the Mayor of London's Vauxhall/Battersea Opportunity Area, will be encouraged*

#### **Policy 76 - Vauxhall Cross Transport Hub**

*The development of a strategic transport hub at Vauxhall Cross is supported and promoted.*

*This should include radical improvements to the pedestrian and cycling environment. With the northern arm of Bondway closed to through (non-bus) traffic, a new bus interchange and standing facilities where as many bus stops as possible are gathered to a single area outside a station entrance is promoted - as far as these are consistent with proposals for congestion charging. Any scheme should allow for the longer-term removal of the gyratory system and return as many footbridges as possible to crossings at grade. TfL's long term aim is to see the removal of all gyratories when traffic conditions permit and provided safety is not impaired.*

*Any scheme should:*

~~(a) Facilitate access to, and enable the development of, surrounding development opportunities;~~

~~(b) Enable future links to the railway station and beyond the viaduct, and be co-ordinated in design with the station improvements;~~

~~(c) Be a clear 'South of the River' landmark when seen over Vauxhall Bridge. In future phases, the capacity of Vauxhall underground station will be increased through new or rebuilt entrances around Vauxhall Cross, a new lobby and new escalators to platforms. The capacity and accessibility of the over-ground station will be increased with escalator and lift access and safety improvements to viaduct roads, with the ability to enter the station from the landward side. Major development is contingent upon sufficient public transport accessibility and capacity. These should be co-ordinated in design with the other transport improvements.~~

~~Developments in the area are required to improve pedestrian routes and crossing points so that they can be accessed safely. Where there is a transport capacity problem, or would be following cumulative development, then development is required to contribute to a joint fund to secure the match funding necessary to build the transport interchange, the underground and rail station improvements, or incorporate all or part of them within the development(s), and their future phases and links to the surroundings.~~

#### **Policy 77 Vauxhall - Urban Design and Public Realm Improvements**

~~Development in and around Vauxhall Cross will be co-ordinated to secure environmental, community and transport benefits arising from opportunities for intensification. This should be formed around buildings of suitable height, location and design – see policy 40. This should be centred around the new public transport interchange, framing a new public open space (piazza) – incorporating green space where feasible, which achieves international standards of public realm design. This should be linked to wider public realm access and improvements. An Area Action Plan will be produced to guide development in the Lambeth part of Vauxhall/Battersea Opportunity Area<sup>19</sup>.~~

~~Development should help create better links to, over and along the river, to and between open spaces, and through and beyond the railway viaduct. Without detriment to small businesses in the area, developments of Central London activities – that will draw people into the area and beyond – are encouraged as part of a lively, successful and attractive mixed-use district that people want to be in, activating use of the river and riverside.~~

~~Development should include or contribute towards the necessary shops, services and community and leisure facilities etc. as well as transport related improvements to support all the enlarged community around Vauxhall Cross. The expansion of Vauxhall Cross to a small district centre is supported with up to 2,000m<sup>2</sup> GFA additional retail floorspace.~~

5.15.1. The Council in its Community Renewal Strategy, The Mayor of London in the London Plan and the Government in Regional Planning Guidance, have identified Vauxhall/Nine Elms as a key growth area situated on the fringes of Central London.

<sup>19</sup> This has been superseded. The Lambeth Local Development Scheme December 2007 proposes the preparation of Vauxhall Area Guidance Supplementary Planning Document rather than an Area Action Plan.

The 'Focus Vauxhall' action planning event in March 2000 saw the beginning of the formation of partnership arrangements between employer groups and resident led groups to bring forward major regeneration proposals for the area. The context for this is the London Plan on the expansion of central London (only parts of Vauxhall are within the official central London boundary) and the broader London South Central area. The focus of the regeneration effort is now shifting southwards. The great and continuing success of the South Bank and Bank-side regeneration has transformed perceptions of 'South of the River' – no longer 'second class' London but a place of dynamism, innovation and opportunity. Indeed development pressure in Waterloo will soon see many of the most suitable sites for visitor attractions and Central London activities taken. Vauxhall/Nine Elms/Battersea is identified in the London Plan as an Opportunity Area. The objective for the Opportunity Area set out in the London Plan is to secure major environmental improvement with scope for intensification to provide some 1500 new homes and 7,600 new jobs in the wider Opportunity Area. This is an indicative target. As part of any intensification, the aim will be to secure improved pedestrian movement and create a stronger local sense of identity and strengthen the perceptual and visual links with the rest of Central London. The Council will work with its strategic and other partners to try to achieve this through the preparation of an Area Action Plan for the area within Lambeth.

5.15.2. Lambeth has been working with the Cross River Partnership, TfL, the Greater London Authority and adjoining boroughs to realise the development potential of the area in a manner which will benefit the local community. To this end a detailed Vauxhall Cross / Battersea Development Framework will be produced as an Area Action Plan for the Lambeth part of the Opportunity Area. The overall regeneration aim is to improve the Vauxhall / Battersea area as an attractive and economically viable quarter of central London, and to maximise its contribution to the local and central London economies.

5.15.3. The Vauxhall area is split in two by the railway viaduct and the A306 Wandsworth Road/Albert Embankment. This effectively cuts off the riverside area from the residential hinterland and gives it a poor environment. The character of much of it is as a place people pass through rather than come to. Other major roads bring heavy levels of through traffic into the area, mostly on its way to Central London. These major transport routes help to divide the community, restrict pedestrian mobility and introduce an unacceptable level of environmental pollution into the area. Vauxhall Cross is particularly intimidating for pedestrians. However, the development of the M16 HQ together with the first phases of the Effra site is transforming a derelict section of the riverside as well as changing perceptions of the area. A key challenge is linking the river to the community and linking old and new communities. Environmental improvements have been a key component of Lambeth's approach to these problems. A priority has been to secure better visual and pedestrian 'green links' from and across the river and to the Tate Britain to communities behind the railway lines. The area is peppered with a number of interesting arts and community projects. Towards Kennington Cross there are a number of very important conservation areas and London squares. A wide variety of local and mostly small businesses employ over 5,000 people, largely on servicing the Central London economy, where its proximity and relative availability of affordable premises is a key locational factor.

5.15.4. Away from the railway, the area is dominated by large social housing estates, with severe problems of deprivation and social exclusion.

5.15.5. The most significant potential development in Vauxhall is the creation of a better transport interchange. Lambeth has for a number of years been pursuing



~~ambitious proposals to transform Vauxhall Cross. This will help to create the very heart and destination focus that this fringe part of Central London does not have. Some 10,000 vehicles an hour pass through Vauxhall at peak times. Pedestrians have had to make do with scattered crossings, subways and footbridges with poor access to public transport. Proposals are to re-allocate road space to give a better deal for the non-car user. Experiments have shown that it is practical to close traffic lanes and make better use of the space, with a new public space at the centre. This will create space for a new transport interchange (the Tuning Fork) linking buses and the tube, with most footbridges replaced by ground level crossings and improved pedestrian links.~~

~~5.15.6. Shopping and sporting provision in the Vauxhall area is very poor. There is a lack of convenience retailing along Albert Embankment, the Vauxhall Cross interchange and around the Ethelred and Vauxhall Gardens estates. There is also a shortage of sporting provision. New development provides the opportunity to improve this situation.~~

**MDO 76 - Island Site, Vauxhall Cross - Area: 0.6 Ha**

*Improved tube entrance (with escalator). Part of site should be developed as open space, subject to Policy 50, as setting of new transport interchange. Reservation of bus-priority lane on southern part of site would be encouraged.*

**MDO 77 - Vauxhall Station, Vauxhall Cross - Area: 1.9 Ha**

*Potential for air-rights development. Retention of historic street level station*

*Improvements to Vauxhall Railway station should include wider platforms to increase capacity, escalators to the platforms, safer routes through arches, a new lobby with direct access to the east and to South Lambeth Road, and better links to the underground and new transport interchange.*

**MDO 78 - Bondway East (1-55 Bondway plus 56 Parry Street and Hilden House, Parry Street) - Area: 0.6 Ha**

*The Elephant and Castle public house and the former bank should be retained as buildings of merit. Active frontage uses to Bondway. Bus stopping and standing facilities should not interfere with the potential creation of these frontages.*

**MDO 79 - Effra Site, Wandsworth Road - Area: 2.5 Ha**

*New Vauxhall Station tube entrance and river pier. New open space with visual and physical links through to river. Extension of River Walk and link under Bridgefoot. The development of the site as a whole should have a complementary mix of land uses and designs, which add variety and interest to the river frontage, provide better connections between the river and its hinterland.*

**MDO 80 - Parry Street West (72 Bondway, 96 Wandsworth Rd, 18-22 Parry Street) - Area: 1 Ha**

**MDO 81 - Parry Street East - Area: 0.3 Ha**

**MDO 82 - 5 and 21 Miles Street (Wendle Court and 131-137 Wandsworth Road) - Area: 0.5 Ha**

**~~MDO 83 – Keybridge House South Lambeth Road and Various Properties in Wyvil Road – Area: 2 Ha~~**

~~All four sites, or groups of sites, are mixed-use employment areas. At least 1/3rd of the floorspace on each site within each MDO should be for employment use, unless it can be demonstrated that, through comprehensive development, this amount of employment floorspace can be achieved across the entire MDO site. The retention of original mid-Victorian building at 71 Bondway will be addressed as part of the Vauxhall Area Action Plan, with potential for development on former filling station/smaller warehouse to front and small site to south. Redevelopment of unsightly Keybridge House encouraged. New Vauxhall Station tube entrance.~~

**MDO 84 - Nine Elms Sainsbury's (Wandsworth Rd) - Area: 2.4 Ha**

*Potential for intensive development over supermarket and in car park; creation of active frontage and new public space along Wandsworth Road.*

**MDO 85 - 39-59 South Lambeth Road (Timber Yard) - Area: 1.2 Ha**

*Redevelopment to provide better setting of listed and other historic buildings, including improvements to the South Lambeth Road frontage.*

**~~MDO 86 – Former Lawn Lane Primary School (Now Lawn Lane Centre, Lawn Lane) – Area: 0.4 Ha~~**

~~Retention of original school building. Redevelopment of western extension permitted providing it complements the original building in scale and design and improves the setting of Vauxhall Park. Street frontages to both Langley Lane and Lawn Lane. Improvements to Vauxhall Park.~~

**Policy 78 – Spring Gardens**

***The improvement and extension of Spring Gardens (through road removal) will be pursued in partnership with local groups, including better links through the railway arches. Nearby development should complement the setting of and views from Spring Gardens and contribute towards its improvement and not result in the domination or overshadowing of the open space.***

~~5.15.7. Spring Gardens is an important local open space which was the historic location of the famous Vauxhall Gardens. It needs significant improvement. At night there are safety concerns with its use.~~

~~5.15.8. There are development sites around Spring Gardens, which, if planned and designed to enhance Spring Gardens, have the potential to transform it into a quality public open space.~~

~~5.15.9. The Council has previously been in discussions with a developer about proposals to develop much of Spring Gardens as a leisure, multiplex and retail facility – with improvements to the remainder of Spring Gardens. This would not, in planning terms, be an appropriate development for this land, in the light of changing national policy, the London Plan, emerging regeneration initiatives for Vauxhall and the new interchange proposals. Exclusivity agreements for this site will not be renewed.~~

**~~MDO 87 - 1-3 Glyn Street - Area: 0.4 Ha~~**

~~Removal, as far as possible, of surplus roads and incorporation within Spring Gardens. Development should avoid excessive overshadowing of Spring Gardens.~~

**MDO 88 - Glasshouse Walk, Tinworth Street, Vauxhall Walk - Area: 0.9 Ha**

*Development with the potential to regenerate the area north of Spring Gardens is encouraged. It should contribute towards the improvement of Spring Gardens and the possible closure of surplus roads around and within it. Development should enhance the setting and enclosure of Spring Gardens whilst preserving or enhancing the Vauxhall Gardens Conservation Area and the buildings that make a positive contribution to it. The area should be developed in a comprehensive manner on those sites that are available, with active frontages onto Glasshouse Walk, and should be subsidiary in scale to the Texaco site (MDO2). New pedestrian links should be created between Glasshouse Walk and Tinworth Street to create a fine-grained and permeable development.*

*Development should retain and improve 5 Glasshouse Walk and its setting as well as that of the Gas Retort House. Improved or enhanced replacement of Vauxhall Gardens Community Centre if necessary for development. This must be supported by the community and the centre. Any replacement facility should: at least re-provide the core community facility and make provision for the retention of the arts-based uses; be available within a short timescale within the development process; enhance the current mix of uses; and be of an acceptable design to the centre.*

**MDO 89 - Lambeth Walk/Ethelred Estate - Area: 16.4 Ha**

*Development in and improvements of the Lambeth Walk/Ethelred Estate area is supported to create 'a new heart for Lambeth Walk', which addresses the needs of the local community. Proposals should not involve substantial demolition.*

*Proposals for the area should include:*

*(a) Re-enforced North-South links, retention and improvement of Lambeth Walk shops and Black Prince Road shops and market, commensurate with their status as local centres. Introduce a package of measures to increase security in the shopping area, including CCTV. Create a new local and community focus at the junction of Lambeth Walk and Lollard Street.*

*(b) Appropriate proposals for the Grade II listed Lilian Baylis school and its grounds would be supported (subject to satisfying all statutory tests) to enable redevelopment of the site for a mix of uses, including a mixed tenure housing scheme, community and leisure uses.*

*(c) An audit of community facilities and needs to ensure use of existing community buildings is optimised, and where necessary, new and improved community facilities are provided well suited to local needs.*

*(d) Improvement of existing primary schools, without significant harm to access and amenities in the area. Improvement of Walnut Tree Walk School within its current curtilage.*

*(e) Former Kerrin Point, Kennington Road. Redevelopment of Kerrin Point for social housing. Reconfiguration of street pattern to provide improved links from Ethelred Estate to Kennington Road/Cross including possible closure of Hotspur Street. Children's play and sporting facilities at Kerrin Point should be replaced.*

*(f) Whilst respecting the context of Georgian and neo-Georgian houses on Kennington Lane and Black Prince Road, development should allow the creation of strong street frontages.*

*(g) Improving/extending/redesigning Lambeth Walk Public Open Space Extension of open space up to Kennington Road frontage, ensuring that a contiguous local park is maintained.*

*(h) Retention of youth club on part of the site fronting Kennington Road (unless another appropriate site is found).*

*(i) Working closely with TfL to improve public transport access to the area*

*(j) Increasing the population of the area to approaching that before comprehensive redevelopment in the 60s and 70s, to provide more local customers for shops and services as well as new services which are lacking. Opportunities to provide quality high-density developments - providing housing at a range of levels of affordability - exploiting the site's location in relation to Central London*

*(k) Refurbishing the remaining derelict houses on Lollard Street, and refurbishing and finding new uses for run-down shops and houses in the Old Lambeth Walk Conservation Area.*

*(l) Redevelopment of Sudgen House boiler site (with retention of chimney) for housing.*

**MDO 90 - Former Beaufoy Institute (Lilian Baylis Annexe, 39 Black Prince Rd) - Area: 0.4 Ha**

*Listed building protected by covenant for education use; development of car-park/annex for non-educational use is acceptable only if not required for educational or community facility use.*

5.15.10. Away from the Thames and Kennington, the Vauxhall area is largely characterised by local authority housing, suffering from lack of investment, together with the important China Walk and Lambeth Walk Conservation Area and the new Vauxhall Gardens Estate Conservation Area. The Ethelred Estate and adjoining areas in Vauxhall, where most of the original 'Lambeth Walk' was redeveloped, is severely deprived. This is unacceptable for an area less than a mile from Parliament. There is a need to upgrade and improve the social housing accommodation and encourage investment in the housing stock. The introduction of a greater mix of tenures in new developments may be one way of achieving this. In so doing, Lambeth will need to secure a reasonable proportion of affordable housing.

5.15.11. In 2000 local residents voted against proposals for redevelopment of the Ethelred Estate and parts of Lambeth Walk area. Following on from this in the 'Focus on Vauxhall' event Lambeth and its partners are considering a more pragmatic and deliverable approach to regeneration in the area rather than a 'big bang' approach. Regeneration proposals in the area will now need to be seen in the context of housing and other regeneration issues for Vauxhall as a whole, and of a community-led and

community-focused strategy of neighbourhood renewal in this specific area. One proposal that emerged from this event was to recreate the asset of 'Lambeth Walk' as the historical north-south connection linking a series of smaller scale projects in the area - 'A new heart for Lambeth Walk'. All options need to be tested for local support through a community master planning exercise whilst also having regard to the policies and aspirations of the Mayor of London. The improvement/extension/redesign of Lambeth Walk Public Open Space is to be in accordance with the Lambeth Walk Doorstep Green Master plan.

## 5.16. Waterloo

### **Policy 79 — Waterloo Development Framework**

**~~Development in the Waterloo Development Framework Area (see Map 3) should contribute to the comprehensive and integrated sustainable regeneration of the area in line with its Central London functions and its role as a strategic opportunity area. Development proposals should:~~**

**~~(a) — Include a mix of Central London Activities (see Table 1), including maximising opportunities for housing and community facilities, appropriate to the size and character of the site and the scale of development proposed;~~**

**~~(b) — Be of an appropriate scale and design for an area of world class quality;~~**

**~~(c) — Be compatible with and sensitive to adjoining sites and the immediate area, and preserve or enhance the character, appearance and setting of the conservation areas in and adjoining the area;~~**

**~~(d) — Maximise opportunities to enhance the public realm, remove barriers, and improve permeability, accessibility and the quality of the environment for residents, workers and visitors, as well as links to the rest of Central London; and~~**

**~~(e) — Depending on its scale and nature, include provision for improvements to public transport and access to public transport.~~**

5.16.1. The Council, in partnership with the Greater London Authority, TfL, London Development Agency, and Network Rail, and in consultation with all major stakeholders and the local community, will prepare a Waterloo Development Framework (WDF)<sup>20</sup> to guide the future development and regeneration of the Waterloo Opportunity Area, as identified in the London Plan. The WDF will seek from development a balance between opportunities for commercial and cultural development, regeneration objectives, and protection of residential amenity and character. It will set the context within which inter-relationships between individual site-specific MDOs in the Waterloo area can be made, and in which regeneration opportunities can be addressed.

5.16.2. Waterloo is strongly linked to the Central London economy. It contains London's largest rail terminal, Waterloo, major office space, a major hospital and Lambeth Palace. The area also contains a substantial residential community, both in recent private developments and in long-standing social housing estates. A

<sup>20</sup> Update — the Mayor published a finalised Waterloo Opportunity Area Planning Framework in November 2007. Lambeth is taking forward the vision in this document together with UDP and London Plan policies and preparing Waterloo Area Guidance SPD.

substantial proportion of the area is covered by the South Bank, Waterloo, Roupell Street, Lower Marsh and Lambeth Palace conservation areas. It is noticeable for its major historic and architectural landmarks such as the Royal Festival Hall, Waterloo Station, The National Theatre, County Hall and the London Eye. It is also strategically located adjacent to Bankside and the Elephant and Castle in Southwark and the Vauxhall/Nine Elms/Battersea corridor in Wandsworth.

5.16.3. Significant development pressures exist in Waterloo, and the challenge is managing such demand to achieve much needed environmental improvements and facilities for the local community, whilst ensuring that the pattern of land use and transport infrastructure is a balanced one, protecting existing local residents and securing benefits for residents of the borough as a whole.

5.16.4. The Council recognises that the Waterloo area is in need of regeneration to enable it to become a more attractive place to live, work and visit. It is recognised in the London Plan as an Area of Opportunity, within which residential and non-residential densities are expected to be maximised and carefully managed to take account of local residential amenity other needs. The indicative estimates of growth for the Waterloo Opportunity Area in the London Plan identify that the area could accommodate 15,000 new jobs and 500 new homes by the year 2016. Its highly accessible Central London location and its rich and varied mix of uses, including arts and cultural facilities of national and international importance, offer potential for regeneration and development, based on the principles of sustainability and social inclusion.

5.16.5. This policy sets out the overall objectives and requirements for development in the area. Policies such as for, hotels and tourism (Policy 28), and arts and culture (Policy 30), which guide particular forms of development to the 'Waterloo Visitor Management Area' will continue to apply. The policy for Central London Activities (Policy 3) will also apply with other borough wide policies that may be relevant to the development being proposed, such as for affordable housing (16), office development (21), for conservation areas (47) and planning obligations (policy 57). Policies 80 and 81 deal in detail with the issues of public transport and urban design in Waterloo. Policy 71 requires major proposals in the Waterloo area to contribute towards the creation of an area of world class quality. Policy 79 highlights the importance of the aspects of policy that are integral to the successful sustained regeneration of the Waterloo Opportunity area, being fostering the development of appropriate uses, encouraging improvements to be made to the transport infrastructure (and prioritising programming projects), and creating a more focussed and recognised sense of place through promoting a comprehensive and connected approach to major development and excellence in urban design. When completed, the Waterloo Development Framework will provide more detailed guidance for the scale and nature of development in the area. It is intended that the WDF boundary as shown on Map 3 is fluid and outward-facing, recognising the broader policy context described above, and inter-relationships between the study area, adjoining local communities, the rest of the Borough, and the adjoining Borough, Southwark.

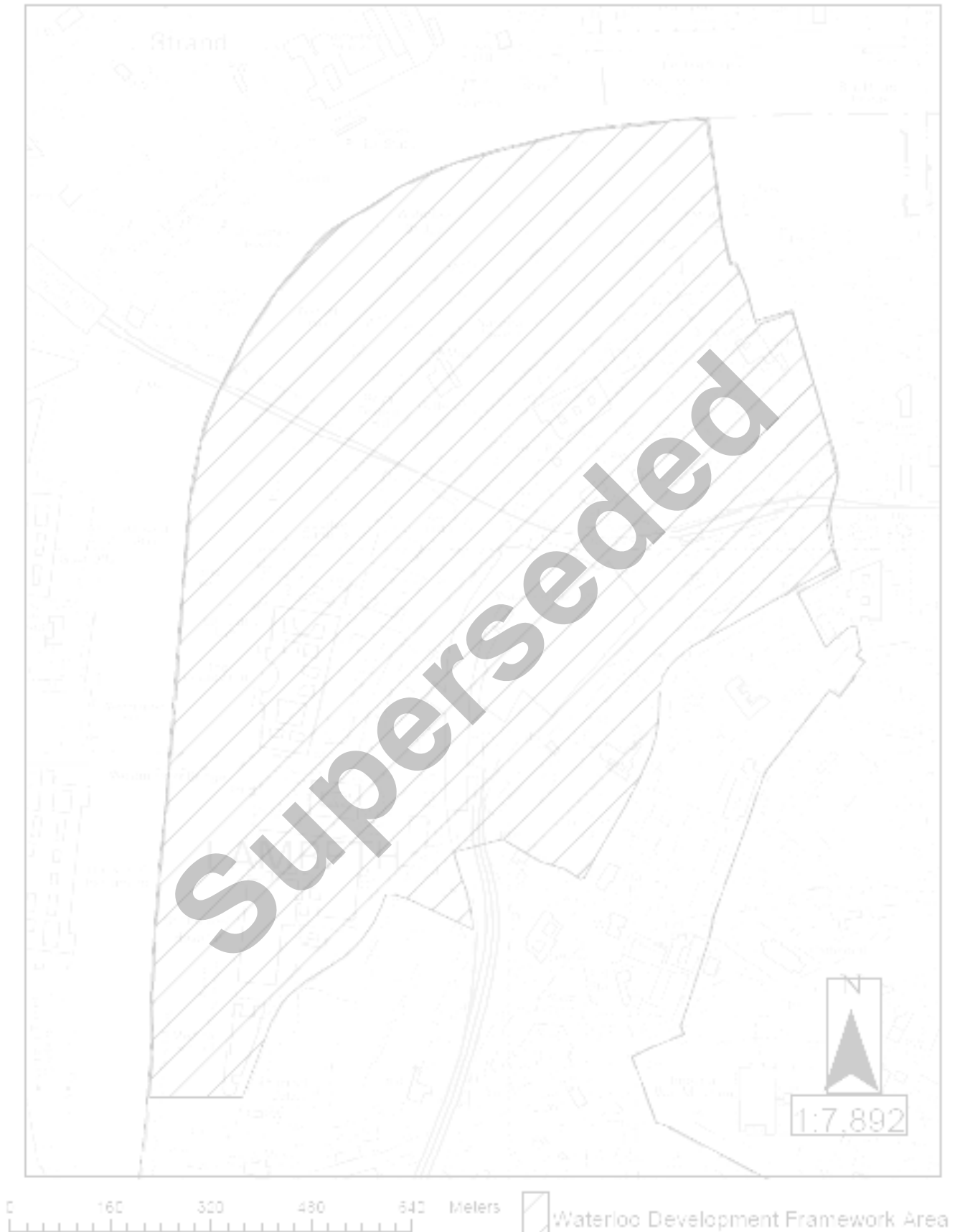
5.16.6. Waterloo houses the internationally-recognised South Bank Arts Complex. The strengthening and improvement of the environment and accessibility of the cultural quarter, to fully reflect its role as a truly world-class arts and cultural facility on the South Bank is supported. The introduction of new employment, education, healthcare, leisure and housing uses, including affordable housing, will also be supported. In particular, mixed-use development will be encouraged. The Council will expect to work with developers, other agencies and local communities to encourage regeneration initiatives that foster social inclusion as part of new development. By

providing training and support through regeneration initiatives, local people will be able to benefit from job opportunities provided in the Opportunity Area, as part of construction, and beyond.

5.16.7. Many of the barriers to the sustained regeneration of the Waterloo area, relate to the transport infrastructure. Waterloo Station itself has a dominating presence, with its railway embankments, and the convergence of roads into central London divide the area. As a consequence, residents, commuters and visitors experience a very confusing public realm on several levels, with obvious pedestrian desire lines severed by road and railway infrastructure. The Area Framework presents an opportunity to comprehensively co-ordinate development to bring about significant improvements to public transport interchange and services, centred around a re-modelled Waterloo Station and immediate surrounds, and provide a safe and accessible environment for all users of existing and proposed public transport systems. Where appropriate, developers will be expected to contribute toward improvements to transport infrastructure. In order to ensure that intensification of development is in step with public transport capacity, the Council will support the development of a transport strategy for the area and seek Section 106 agreements for pooling developer contributions in order to deliver public transport improvements in the area.

5.16.8. Waterloo's sense of place is based on its rich and special mix of close-knitted residential communities, tourists, visitors and commuters, alongside the largest concentration of arts and cultural facilities in Europe, small and large national and multi-national organisations, specialised shops and restaurants and many other uses. By granting permission for development proposals with a very high standard of design, and which achieve a high level of physical integration with adjoining sites and the surrounding area, an enhanced sense of place and identity can be achieved. The Opportunity Area Framework will set out principles which will bring about physical integration of uses, and help to achieve an attractive, safe, legible and stimulating environment for residents, commuters and visitors.

## Map 3 - Waterloo Development Framework Area



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## **Policy 80 — Transport in Waterloo**

~~(a) — The scale and cumulative impact of development proposed should be within the capacity of the public transport network to cope. Major developments should be accompanied by TAs. These should be coordinated between proposals and include: a shared assessment of baseline conditions, the capacity of public transport infrastructure now and in the future, and the scale and phasing of development and infrastructure improvements. Improvements to public transport accessibility, capacity and connections will be undertaken in Waterloo, taking account of its role as a major interchange.~~

~~(b) — Foot-way capacity will be increased and the quality of the pedestrian environment improved. Development proposals should demonstrate that they will have an acceptable impact on pedestrian capacity, connectivity and integration between places, cumulatively with other projected developments, or contribute towards wider proposals to address these issues. TAs shall include a pedestrian demand analysis report containing detailed information on generated demand, related to foot-way widths, access routes, safety, and the cumulative impact of proposals within the area.~~

~~(c) — In conjunction with TfL, the impact of traffic on major roads will be reduced with Waterloo Road, the Cut and York Road in future having pedestrian, cycle and public transport priority, and the impact of traffic reduced on Baylis Road and Westminster Bridge Road.~~

~~(d) — Major Development should include full proposals for servicing (including consideration of alternatives) compatible with the pedestrian safety and priority.~~

~~(e) — Where there are transport capacity constraints arising either cumulatively or from individual proposals, development will be required to contribute to a joint fund to secure improvements. A range of planning obligations will be secured towards this, triggered by phased implementation, to overcome problems that could otherwise restrict the potential of development.~~

5.16.9. The Waterloo area is characterised by a busy and often congested road network. Bus services through the area are delayed by traffic congestion and pedestrian movement across main roads is difficult. Coach movements in the area continue to increase with the growing number of attractions opening on the South Bank, causing parking and movement difficulties. Pedestrian movement around the area is difficult, with traffic dominating the ground floor environs.

5.16.10. A major potential problem is the capacity and quality of the public transport system. There is concern that Waterloo Station is reaching capacity, as is the Tube Station. It is clear that an expansion in public transport capacity will be needed to support the scale of development proposed. Increasing this capacity to an acceptable level may take a number of years and some measures may depend on the remodelling of Waterloo Station. Bus capacity in the area is being improved in the short term by TfL by developing an interim Bus Station at Tennyson Road and reallocating road space in York Road, Waterloo Bridge, Waterloo Road and Westminster Bridge Road. Pedestrian capacity has recently been improved on York Road, but the capacity and connectedness of pedestrian routes needs to be improved.

5.16.11. It will be impossible to know what planning permissions will be implemented at what stages during their lifetime. It is therefore reasonable to assess the cumulative impact of all development planned and anticipated when individual proposals come forward.

5.16.12. Footway capacity will need to be increased — as it may be insufficient to handle the full scale of office and other development that is being put forward, particularly on York Road and between Waterloo and the new Hungerford Bridge and the South Bank.

5.16.13. The strategy in the new plan is part of a group of complementary strategies covering the area, including the South Bank Transport and Servicing Strategy, the London South Central Transport Strategy (both jointly with Southwark) and the Mayor's transport strategy.

5.16.14. The pedestrian demand analysis referred to in the policy shall include the predicted impact of their developments on the ratio of total pedestrian density to the total area of public space available for their movements. This is to include space provided for emergency assembly. The ratio will be linked to the Fruin 'Standard of Comfort' grading system. The precise boundaries of the study area will be negotiated for each development, but will as a minimum include routes to and from public transport portals, cross-river routes, and the immediate pavement area.

5.16.15. However, improvements to the capacity of the public transport system itself will also be needed. Even when Waterloo Station is remodelled this will generate demand for very large numbers of people to move daily from the rail and underground stations, to office sites to the South, some of which are several hundred metres away; this will be exacerbated by the additional 20,000 people a day anticipated to use the new Hungerford Bridge.

5.16.16. A number of changes to the hierarchy of roads have been suggested and some of them, such as the downgrading of Belvedere Road to become a pedestrian priority 'spine road' have been implemented. Servicing of the scale of retail and leisure proposals in the area would need to be compatible with the pedestrian priority of these roads. There is also the potential to provide more pedestrian space on the Cut.

5.16.17. York Road is part of the TfL road network. TfL has recently implemented bus lanes on York Road, which has restricted vehicle movements between Westminster Bridge and Waterloo roundabout. There is potential for a progressive reduction over a number of years to leave only emergency and operational vehicles, buses, coaches and taxis in the area to give priority to pedestrian and public transport movement, supporting the supported retail enhancements along York Road. This is dependent upon expanding public transport capacity, retaining some York Road servicing, safeguarding servicing for developments potential from rebuilding of Waterloo Station, and agreeing a servicing strategy and routes for the South Bank Arts Complex (including the National Theatre).

## **Policy 81 — Urban Design and the Character of Waterloo**

***(a) — A World Class Place — The overall scale, design and layout of major proposals in Waterloo should form a coherent urban design, creating an area of world-class quality. The vision for this area is for it to become:***

- ***A desirable destination for cultural pursuits, business and pleasure;***

- ~~A place of work with particular emphasis on the media and cultural industries;~~
- ~~A place with a flourishing, cohesive and inclusive residential community;~~
- ~~A place of high-quality, accessible open spaces with riverside walkways and views;~~
- ~~A meeting place that is friendly, clean, colourful, safe, dynamic and diverse;~~
- ~~A place that has world recognition.~~

~~(b) — A Place of Unique Character — Development in Waterloo should respond to the character of, and seek to solve the problems of, its location. The Waterloo area can be divided into four broadly distinct zones:~~

- ~~A zone running from the riverside to Upper Ground, Waterloo Station, and Lambeth Palace Road which was developed in the Nineteenth and Twentieth Century from former wharves, replaced by a number of architectural set pieces with a predominantly horizontal emphasis, now mostly in conservation areas. Whilst a number of these are high quality, overall they impose an impenetrable superstructure on the area. The area is also home to a new residential community. There are opportunities to make the area more pedestrian friendly with an image of river orientated mixed uses.~~
- ~~A railway zone effectively separating the riverside area from the hinterland with a dense wall of viaduct, bridges and stations. There are opportunities to reduce this impact and make more effective use of this space.~~
- ~~A residential area immediately north of Waterloo East station with a fine urban grain and designated within two conservation areas. This area is to be protected in terms of its character, domestic scale and quietness.~~
- ~~The remaining area has the character of the original 'lower marsh' settlement surrounded by developments undertaken in a sporadic manner and intersected by major roads. There are opportunities to improve Lower Marsh, reduce severance and better link the hinterland to the heart of Waterloo. There are also opportunities better to promote the Lower Marsh Street Market, taking advantage of its proximity to Waterloo Station.~~

~~(c) — A Connected Place — An excellent network of pedestrian links will be developed and retained in Waterloo. As many as possible of these should be at grade and focused to make the routes between places clear. Major developments should show how they would add to and connect to this network, including proposals on other sites. In particular, developments, which include or connect with the Royal Festival Hall Terrace/Hungerford Bridge level and/or the Waterloo Station concourse level, should demonstrate how they would connect, predominantly at grade. This includes Waterloo station, as and when it is remodelled. This should be done through a joint study.~~

~~Where they need to be kept raised walkways, subways and paths, and viaduct roads under the railway should be made safer, better lit and more inviting, including, increased active frontage uses facing onto them, and increased activity at street level.~~

~~(d) — A High Quality Public Realm — A co-ordinated approach and upgrading of signage, lighting, materials and street furniture — especially to cope with anticipated visitor flows — will be secured through planning obligations.~~

~~Public spaces and green spaces will be created and secured as part of major proposals and through regeneration schemes. These spaces will be connected~~

~~to the riverside walkway, with well-designed defined edges; also including entranceways with active frontages and compatible uses around them.~~

~~Dead frontages and amorphous and leftover spaces and car parks between major buildings will be improved, and should be removed before development.~~

~~5.16.18. The unique opportunities presented by the possible scale and number of development proposals in Waterloo must not be squandered. The area is in need of regeneration to enable it to become a more attractive place to live, work and visit. It is recognised in the London Plan as an Area of Opportunity. The joint GLA/Lambeth Waterloo Development Framework will seek from development a balance between opportunities for commercial and cultural development, and protection of residential amenity and character. The current disconnected, oppressive and run down nature of much of this area is at present a disincentive for investment. However the area's environmental assets such as its riverside setting and open spaces should be protected.~~

~~5.16.19. A specific priority targeted by Lambeth and groups such as the South Bank Employers Group and the Cross River partnership has been to improve the amorphous and left over spaces and car parks between major buildings. Because of the relative paucity of tube stations Waterloo needs an excellent network of priority pedestrian links, and more and better tube and rail entrances, to help people move around, including those with mobility difficulties. Another priority has been improving pedestrian connections and removing barriers, the larger sites need act as the connectors to these public spaces and to public transport. The river will be less of a barrier with the development of the new Hungerford Bridge walkway. Better at grade pedestrian crossings have been, and need to continue to be, created.~~

~~5.16.20. There is the need to improve the attractiveness of the whole area for workers, visitors and local residents. There needs to be more to do during lunchtimes and after work. This needs more shops, restaurants, health clubs and public spaces. A world class work environment needs a world class mix of spaces and uses.~~

~~5.16.21. A key factor concerning the relationship between development sites in Waterloo is that of levels. The South Bank Arts Complex was planned as a series of split levels, much of which has been acknowledged to have failed and a number of walkways have been removed. However, the area is unavoidably split with the Royal Festival Hall built at a raised level, as is the concourse and the Hungerford footbridges. Potential 'airights' development above Waterloo could add a further change in levels, as would proposals to use the basement levels of the Shell Centre. Effective transition of pedestrians between levels is therefore vital to successful development. Raised access over York Road from Waterloo Station remains a useful alternative for pedestrians — though no longer essential with safe crossings at ground level. The high level link from here across the Shell Centre will consequently need to be retained and the missing link to Belvedere Road has just been put into place. The development of Elizabeth House will also require new bridge access onto Waterloo Station. It is essential to establish a strategy for dealing with the different levels; this should form part of the study referred to in Policy 81 (c).~~

~~5.16.22. In the longer term, the potential for the development of a ground floor level Waterloo Station concourse (see preceding section), as well as the proposals for increased pedestrian and public transport priority at York Road, give the potential for development to cross at grade, before pedestrians rise up to Hungerford Bridge and Royal Festival Hall concourse level. For these reasons development along this route needs to allow phased changes in grade.~~

5.16.23. There has been a steady increase in the quality and amount of public open space in Waterloo over the years, in large parts due to the efforts of local groups. The area is severely lacking in open space only having small parks. Increasing this provision will be important, particularly as the number of residents, workers and visitors to the area are expected to grow.

5.16.24. As well as carrying forward policies to protect existing public open space, the plan includes a boroughwide policy requirement (Policy 39) to include new areas of public open space in major development schemes which are put forward – perhaps by the creation of public squares and piazzas. This can be achieved in Waterloo by, for example, closing roads, narrowing roads, and utilising poorly used space between buildings and orientating courtyards and internal spaces to the public realm, to overcome the current 'inward looking' nature of much development.

5.16.25. Potential sites for new public open space include Waterloo Arch Place, at One Westminster Bridge (through the closure of one of the arms of the roundabout), IBM river frontage, Upper Ground (part of Doon Street Site), extending the Millennium Green (Emma Cons Gardens, utilising slip roads and car parks adjoining the green as well as narrowing roads – linked to appropriate use of areas by frontage development), part of the London Nautical School, a significant public open space above the redeveloped Waterloo Station and at St Thomas's Hospital, fronting Westminster Bridge.

#### **Policy 82      Off Street Parking and Coach Parking in Waterloo**

***South Bank off-street parking will be confined to the Coin Street and Royal National Theatre sites. Limited operational and parking for people with disabilities is permitted as part of the South Bank Centre redevelopment. The Hungerford Car Park should be removed as part of this or other development in the area.***

***Coach Parking will not be permitted (other than on designated on-street spaces and in coach parks to be required and secured as part of the Waterloo Station development); otherwise only short term stopping at pre-booked designated places (e.g. The South Bank Centre) will be permitted. Coach bans will be extended in residential areas.***

5.16.26. Lambeth has assessed the operational requirements of uses in the area such as LWT and the South Bank Arts Complex. It is proposing to rationalise the number of off-street car parks that remain.

5.16.27. A problem arising from the extent of visitor attractions within the South Bank area is the very large increase in the number of coaches and other vehicles that will be arriving to set down and collect visitors. Following consultation, proposals to build a coach park off Belvedere Road have been dropped: it conflicts with the principle of reducing traffic here as a pedestrian 'spine route'. Instead coach parking will be secured as part of the redevelopment of Waterloo Station. A number of extensions to coach bans are proposed in hinterland areas as well as additional coach drop off points.

#### **Policy 83      The London Eye**

**~~There will be a presumption in favour of the retention of the London Eye. Any future proposals affecting or relating to the operation of the London Eye and its associated structures and activities must continue to ensure that:~~**

**~~(a) Improved and acceptable measures for managing and distributing visitors and coaches are secured;~~**

**~~(b) The impact of associated servicing, ticketing and queuing facilities on Metropolitan Open Land is minimised; and~~**

**~~(c) Measures are secured to control unauthorised stalls, commercial trading and hot dog stands (including dedication of Queens Walk as public highway).~~**

5.16.28. The British Airways London Eye (BALE), also popularly known as the Millennium Wheel, has become a dramatic new addition to the London skyline, and indeed a symbol of London, and Lambeth itself. The impact on the skyline and the Houses of Parliament World Heritage Area was a major issue for the original application. Now the Eye has become part of London's heritage and improves Parliament's setting. There is widespread support for its retention by Lambeth residents and London residents.

5.16.29. At 135m metres high it is one of London's highest buildings. It was granted temporary planning permission for five years in 1998, and in 2003 received planning permission which will enable the London Eye to be retained permanently subject to a satisfactory report on the continued acceptability of its impacts which will be undertaken after 20 years. If the review is unsatisfactory, the consent will expire in 25 years. The Eye has become a great success and is one of London's most successful tourist attractions. This has itself generated problems. The number of visitors, much greater than anticipated (longer opening hours are also proposed), and the length of queuing, have created pressure for associated facilities. The Eye also attracts several million tourists a year who just come to look at it. It is now Britain's largest tourist attraction and Europe's second largest. Coach parking and drop off, and the nuisance this causes, is a major problem.

5.16.30. The Council is committed to the retention of the Eye and has ensured through negotiation on the planning application that concerns have been addressed and contributions secured from BALE with respect to managing visitor numbers.

#### **Policy 84 Jubilee Gardens and the Hungerford Car Park Site**

**~~Jubilee Gardens and the parking area next to Hungerford Bridge, including the service access road, will be protected and improved as public open space and Metropolitan Open Land.~~**

**~~The improvement and extension of Jubilee Gardens with exemplary landscape design proposals will be achieved to provide a world class park and public realm. Development that generates visitors who will use the Gardens should contribute towards the delivery, creation and maintenance of a world-class park and Queens Walk, and better links to the surrounding area.~~**

**~~Development around Jubilee Gardens should frame and enhance its setting and relate to it in terms of accesses, frontages and public realm design. Access to Jubilee Gardens from Belvedere Road should remain at ground level (although limited development linking the Shell Centre high level walkway to~~**

**~~Hungerford Footbridge is permitted). No car parking should be permitted underneath Jubilee Gardens or the site of what is currently Hungerford Car Park. The development of any other uses on or under any part of this site should not detract from the principal objective of this policy to create and maintain a world class park in the future.~~**

5.16.31. Jubilee Gardens is an important area of public open space fronting the River Thames between the former County Hall and the South Bank Centre. It has been blighted in recent years by construction work for the Jubilee Line extension, the London Eye, and the Hungerford Bridge extension. As it is of wider than Borough importance it is designated as Metropolitan Open Land (MOL), which protects it from inappropriate development. This designation includes the Hungerford Car Park (including the service road). This whole area is owned by the Arts Council of Great Britain and is leased to the South Bank Centre.

5.16.32. Commercial development has been proposed for part of this area in the emerging South Bank master plan. Commercial development is an inappropriate use of MOL. Raising levels to create an extended area of Jubilee Gardens could still be inappropriate development by harming the character of the MOL. There are problems with splitting levels of public open space. There are very few examples that work internationally. Jubilee Gardens would be cut off from the local community in Waterloo, and would have much poorer access from the Shell centre; the open space would be steep, less usable by the elderly and disabled, and intersected by servicing vents.

5.16.33. The source of many of the problems surrounding Jubilee Gardens and Hungerford Car Park is that it has been treated as a 'left over' space which could be used to facilitate surrounding developments and master planning efforts. Jubilee Gardens needs to be cared for and planned as an open space in its own right. The Council would not support any proposals which would intensify the uses on or in the vicinity of the gardens to the point that it would affect the character of the area. The development of the London Eye has dramatically altered the perception and function of this area; the Gardens now attract six times as many visitors as St James Park. It is now an unfitting setting to a world famous landmark and fails to achieve quality as an open space both for the local community and for London as a whole.

5.16.34. As well as being contrary to both government guidance and the Council's policies on traffic restraint, underground parking would harm this aspiration through restricting the ability to plan comprehensively for the Gardens' improvements, the interruptions from venting and the blockage to pedestrians by the access ramp. Other subterranean uses beneath the Gardens would have a similar effect and are also discouraged.

5.16.35. Lambeth is working in partnership with all stakeholders, to secure a proper long term design for the Gardens and create a proper setting for the Eye, the Thames and the Royal Festival Hall, and ensure that the Gardens is a world class open space in its own right. This has been recognised in the Waterloo Development Framework. A Jubilee Gardens Trust has been set up by the Council in conjunction with other stakeholders, which would manage the running of the Gardens. Amongst the aspirations for it as a world class open space are:

- That it would offer year round facilities and opportunities for recreation as well as high quality open space for Londoners, international visitors and local people;

- ~~A highlight and a major focus – a park for the 21<sup>st</sup> Century;~~
- ~~Designed to fully take account of its central location, physical and visual connections, including the provision of an outdoor performance space functionally linked to the South Bank Arts Complex.~~

#### **MDO 91 - Waterloo Station (Land under Waterloo Station) - Area: 9.2 Ha**

*Remodelling of Waterloo station to increase platform, concourse, and tube capacity with potential for air-rights development above and utilisation of arches space below.*

*This should:*

- Radically improve interchange facilities, particularly for bus users. Interchange facilities at and to Waterloo East station should also be improved. Increases in the capacity of the station should not be wholly absorbed by new development but should also radically improve transport conditions;*
- Retain the original imposing Edwardian architectural features of the London and South Western terminus;*
- Ensure that pedestrian flow is not impeded by excessive concourse kiosks;*
- Include a new bus station of adequate size, bus-turning facilities and public space, with at grade pedestrian access to Waterloo Bridge and interchange with the Jubilee Line and the proposed Cross River Tram;*
- Enable both a ground level pedestrian entrance to York Road linking to Hungerford Bridge, together with the option to retain or reinstate the high level accessible walkway from the station through the Shell site to the South Bank;*
- Include a through route between its east and west sides with a link onto Lower Marsh;*
- Include a replacement for Cornwall Road bus garage (the relocation of which is supported providing an acceptable replacement site is found, which must be provided as part of the Waterloo Station scheme), and a coach park;*
- Have an acceptable impact on surrounding conservation areas and residential areas; and*
- Development above the station should include a new public space, a full range of facilities, a significant amount of residential accommodation and penetration of natural light down to concourse level.*

5.16.36. Waterloo Station is the strategic hub around which much of the regeneration potential for Waterloo revolves. There is concern that Waterloo rail and underground Stations are reaching capacity. Waterloo is London's busiest passenger terminal handling over 90 million commuters a year. Proposals in the area could add significantly to passenger demand at the station. This would create unacceptable passenger comfort levels through train and concourse overcrowding, as well as overcrowding tube platforms, over and above projected growth in passenger demand. The only solution, if the regeneration potential of the area is to be realised, is to expand transport capacity. Development should be consistent with the objectives set by the planning strategy for Waterloo.



5.16.37. Studies of the potential remodelling of the station involve lengthening platforms to increase capacity. South West Trains are also considering utilisation of double-decker trains in the longer term to a complimentary end. There may also be future potential to utilise some spare platform capacity released from Waterloo International for commuter services. This would require the development of a new ground level pedestrian concourse entering onto York Road.

5.16.38. Of particular concern is the need to improve interchange facilities and pedestrian links to surrounding development, and expanding both surface rail and underground capacity. A new link to Waterloo East Station is necessary, with potential for improved street access to Southwark Jubilee Line Station. Breaking the barrier of the railway and ensuring that proper pedestrian links are created from Lower Marsh to the South Bank, so that Lower Marsh equally benefits from regeneration, is also an important objective.

5.16.39. A new bus station and public space outside Waterloo Station and the Victory Arch should return the arch to prominence. TfL is developing an interim bus station in Tennyson Way. This will be replaced by a high quality interchange that will accommodate buses as well as Cross River Tram that will be developed once the future plans for Waterloo Station have been determined.

5.16.40. Waterloo International is the borough's gateway to Europe and has brought great benefits to the area. There is still a lack of facilities serving this market and the redevelopment of Elizabeth House has the potential to remove the bleak prospect to visitors and open up a vista of the London Eye. Although its long-term future is unclear given the proposed St Pancras High Speed terminus, it is possible that Waterloo International will still take evening and weekend trains - and this is to be encouraged.

5.16.41. The regeneration of the South Bank is a priority for the Council as well as all major stakeholders in the area. The UDP is not intended to hamper options for development within the framework provided by UDP policies and preparations for the Waterloo Development Framework and the Waterloo Area Action Plan, which will seek a balance between commercial, social, and cultural regeneration developments. There are a significant number of UDP policies to assess alternative proposals should the existing permission for MDO 87 lapse (specifically Policy 79 - Regeneration of Waterloo; Policy 28 - Hotels and Tourism; Policy 30 - Arts and Culture; Policy 3 - Central London Activities; Policy 16 - Affordable Housing; Policy 21 - Office Buildings; Policy 89 & 81 Public Transport and Urban Design in Waterloo; Policy 40 - Tall Buildings)'.

#### **MDO 92 - Elizabeth House - York Road - Area: 0.4 Ha**

*Development should be broken up to avoid replicating the wall-like separation of York Road from Waterloo Station.*

*Creation of new public space at ground floor level, through a visual and pedestrian route connecting the Shell Centre and Waterloo Station. Retention and provision of active frontage uses at ground floor level. Improvements to surrounding public realm and traffic conditions.*

#### **MDO 93 - Shell Centre Upstream, Building and Offices, 2-8 York Road - Area: 2.4 Ha**

*The Council will promote the contribution this site can make to permeability and pedestrian linkages as well as to open space provision either in its own right or to generating improvements to open space within the wider area.*

*Planning permission and conservation area consent was granted in 2004 on appeal for a scheme including part demolition and the erection of a mixed-use building of some 69,000m<sup>2</sup> on the podium site. The permission maintains pedestrian access across the site between York Road and Belvedere Road and provides for the storage and relocation of the Franta Belsky fountain. A number of planning obligations stand alongside the permission. They cover a range of topics including the loss of the on-site swimming pool, the re-instatement of the high level walkway should that be necessary, transport improvements, training and improvements to the public realm. If this permission is not taken up it will still be a material consideration in deciding future proposals*

*The utilisation of basement car parking/servicing to house operational parking for South Bank Centre, being displaced from the Hungerford car park site, as well as some parking, provision for people with disabilities and some parking for tourist coaches will also be encouraged in any development.*

**MDO 94 - The South Bank Arts Complex - includes National Theatre, Royal Festival Hall, Queen Elizabeth Hall, Hayward Gallery - Area: 4.8 Ha**

*The redevelopment of the South Bank Arts Complex as Britain's premier arts and cultural centre is supported. This is subject to:*

*(a) Developments affecting the complex being compatible with the Council's policies and proposals for Jubilee Gardens and the Hungerford Car Park site;*

*Individual projects should have regard to the following principles:*

- *Clearer pedestrian movement;*
- *Active street frontages;*
- *The separation of pedestrians from service lanes and delivery yards;*
- *Remodelling and creation of public squares and open spaces following the established character of permeating open spaces in the area;*
- *Access for disabled people.*

*(b) There being a full arts case for the facilities proposed, which is integral to a strategic London-wide arts and culture strategy and demonstrates viability. The overall particular character of the area as an 'arts space' should be protected;*

*(c) The protection of the listed buildings and their settings (Royal Festival Hall - Grade I, and National Theatre and Waterloo Bridge - Grade II\*) and enhancement of the South Bank Conservation Area and the South Bank Complex as an architectural group. Retaining the overall function and aesthetic success of the complex. Any replacement buildings should be of outstanding architectural quality - with the opportunity to create a public viewing gallery towards St Paul's. Creation of new public spaces and better links to Golden Jubilee Bridges;*

*(d) The protection of views from the Royal Festival Hall towards the London Eye and Houses of Parliament;*

*(e) Recognition that the overall complex has a clear urban design unity as a series of pavilion buildings with horizontal emphasis. Proposals to build above this plane should have a positive architectural relationship with this;*

*(f) Recognition that the scale of development will require efficient servicing and examination of alternative servicing options, not harming pedestrian flow;*

*(g) There being a satisfactory relationship to the landward side, in terms of design, microclimate (e.g. wind tunnel effects and overshadowing), pedestrian access to the river and open space, and to other development sites;*

*(h) There being no increase in operational parking and a reduction in the level of visitor car parking provided.*

5.16.42. This is Britain's main arts complex, and the largest concentration of cultural facilities in the world. It has been a show-case for the best of British Arts since the Festival of Britain in 1951. Improving the South Bank Centre (SBC) is of national importance to ensuring maintenance of Britain at the cutting edge of cultural events and facilities, as well as attracting the best performers and filmmakers from around the world. The physical condition of the buildings and the surroundings managed by the SBC and the British Film Institute (BFI) has deteriorated and some cannot provide the quality of arts venue needed. BFI also have aspirations to bring together all of their activities into a British Film Centre. Improvements to the South Bank Centre could act as an important catalyst to regeneration of the surrounding area.

5.16.43. The area has been subject to a number of master-planning proposals over the years and there is now concern that matters need to come to a resolution - with an acceptable and deliverable plan that conforms with the Waterloo Development Framework.

**~~MDO 95 – Former County Hall (Riverside), Belvedere Road – Area: 2.2 Ha~~**

~~Around a quarter of building still to be re-used (lawful London government use). Structural alterations and uses should not adversely affect its architectural and historical character as grade II\* listed building, especially chamber. Restriction of further use of Queens Walk for sitting out areas/kiosks to preserve unrestricted public access.~~

**~~MDO 96 – One Westminster Bridge (County Hall Island Block/Addington Street) – Area: 2.4 Ha~~**

~~Development must preserve the setting of the listed County Hall Riverside Building, the County Hall North and South Blocks, the listed General Lying In Hospital and views from the Palace of Westminster/Westminster Abbey World Heritage Site. Complementary development on island site and Addington Street site to the rear of the General Lying In Hospital without bridge link. Creation of new public space on part of roundabout closed to traffic in peninsulaisation scheme, including cyclist, bus and pedestrian improvements. Improvements to Westminster Bridge Road and railway viaducts including for cyclists, buses and pedestrians. Safeguarding of access from Addington Street/Leake Street for taxi use for Eurostar terminal. Provision of off-street servicing from the Addington Street site to adjoining General Lying in Hospital site.~~

**MDO 97 - St Thomas' Hospital, Lambeth Palace Rd - Area: 7.1 Ha**

*Improvement of hospital, redevelopment of post-war parts (and other parts which are unlisted or which do not make a positive contribution to the character or appearance of the Lambeth Palace Conservation Area). Development within this estate should be conducted according to a long term and coherent master plan, so that it is clear that when hospital proposals come forward in the future that they can be accommodated on site at this very sensitive location opposite the Houses of Parliament/Westminster Abbey World Heritage Site.*

*The original mid-Victorian ward blocks, together with the listed medical school, chapel and Governors Hall, are protected as an important and cherished part of the riverscape.*

*Development should create street frontage onto Lambeth Palace Road and improve the riverside walk and the open space to the riverside, whilst maintaining hospital security.*

**MDO 98 - York House, 199 Westminster Bridge Rd and Beckett House, Lambeth Palace Road - Area: 0.9 Ha**

*Development should enhance views from Houses of Parliament/ Westminster Abbey World Heritage Site and not detract from setting of County Hall. It should form a coherent link and set of streets and spaces between the Royal Street and One Westminster Bridge sites. Improvements to viaduct roads.*

**MDO 99 - Royal Street/Upper Marsh (Founders Place) (Various Addresses) - Area: 1.8 Ha**

*Comprehensive development of whole site, retaining and fronting on to Royal Street. Proposals should seek to retain The Holy Trinity Centre and No. 10 Royal Street since the Council's initial assessment is that the buildings make a positive contribution to the conservation area.*

*All affordable housing to be replaced on site.*

*Retention of Upper Marsh as street with in-line frontages, although it can be re-aligned to better relate to Archbishops Park.*

*Extension of Archbishops Park on part of site, or contributions towards improving it. Improved park entrance to the north incorporating Carlisle Lane highway verge.*

*Formation of clear pedestrian links to sites to north and to Lower Marsh. Improvements to viaduct roads.*

*Development should front and create a clear pattern of streets with a roofscape that enhances setting of Park and Archbishops Palace and roofline of St Thomas's Hospital when seen from north bank of Thames, and setting of Houses of Parliament/Westminster Abbey World Heritage Site, if visible from it. Building height should be restricted in the southern part of the site due to its location within the conservation area and proximity to the park, with building heights progressively increasing on the northern boundary, where high rise development is likely to be considered more appropriate.*

**MDO 100 - Lambeth North Station, 10 Westminster Bridge Road - Area: 0.2 Ha**

*Air-rights development contributing to improved station retaining faience façade.*

**MDO 101 - 2-6 Hercules Road/79-101 Westminster Bridge Road - Area: 0.5 Ha**

*Part of the site is under consideration as an extension to the Lower Marsh conservation area. Development should seek to preserve those buildings that make a positive contribution to that area, including to the adjoining Lower Marsh Conservation Area, and to frame/improve the road junction. Active frontages are sought at ground level within the edge-of-centre boundary.*

*Improvements to viaduct roads.*

**MDO 102 - 111/141 Westminster Bridge Road - Area: 1.1 Ha**

*Creative utilisation of space under the arches with active frontage use.*

**MDO 103 - Doon Street (Car Park bounded by Doon St., Cornwall Road and Upper Ground) - Area: 0.7 Ha**

*Development should include a new sports centre (including swimming pool), for community use serving the north of the borough. Active frontage uses to Upper Ground.*

**MDO 104 - Hothouse - Stamford Street - Area: 0.2 Ha**

Development of community/arts facilities. The above developments are part of a wider programme, including development in Southwark, to help provide for the shortfall in community facilities in Waterloo following opinion poll surveys of resident priorities.

**MDO 105 - Gabriel's Wharf and Prince's Wharf, Upper Ground - Area: 1.5 Ha**

*When redeveloped with mixed use but mainly affordable housing, should include a large public piazza with a rich mix of small active frontage uses with linkages to Princes Wharf site. It can include offices for South Bank cultural/TV uses. Retention of through pedestrian link from Upper Ground to Riverside Walk. Development should, together with Oxo Tower Wharf, provide consistent enclosure to Bernie Spain Gardens.*

**~~MDO 106 - London Nautical School, 61 Stamford Street - Area: 0.2 Ha~~**

~~*Retention of original chapel portico. Any development on part of the school playground site should respect and enhance the setting of the listed portico and adjoining listed school. Any loss of part of the school site to other uses must be justified within the context of the enlargement and refurbishment of the existing school buildings.*~~

**MDO 107 - Waterloo Triangle (3Is/Mercury House/Union Jack Club) Waterloo Road - Area: 0.6 Ha**

*Potential for comprehensive redevelopment of sites. Building heights should step down towards the Old Vic. Potential to set back buildings further away from the viaduct to minimise visual impact on Roupell Street/Whittesley Street and potentially open up a blocked view of St Paul's from Lambeth Bridge/Millbank. Development needs to facilitate public transport improvements on Waterloo Road. Should provide active frontage uses to Waterloo Road and Emma Cons Gardens and have better links to Waterloo station, in particular improvements to Waterloo East Station.*

*Should facilitate relocation of Cornwall Road Bus Garage. Improvements to Emma Cons Gardens as part of development.*

**MDO 108 - Cornwall Rd/The Cut, Bus Garage at 3 Cornwall Rd & 88-124 (even) - Area: 0.6 Ha**

*Development in place of bus garage, providing a suitable replacement can be found. Any development including the Cut should include an active frontage use to the Cut and replacement affordable housing.*

**~~MDO 109 - Young Vic, 66 The Cut - Area: 0.2 Ha~~**

~~*New theatre with appropriate associated uses.*~~

Superseded

# Glossary

## Active Frontage Uses

A use open to visiting members of the public throughout the day (such as shops and cafes) that is designed to address and be orientated towards the street.

## Affordable Housing

See definition under policy 16.

## Ancillary Use

A use appropriate to the primary use of a building or piece of land, e.g. storage and office floorspace in a factory.

## Article 4 Direction

A direction granted by the local planning authority and/or Secretary of State following public consultation under the Town and Country Planning (General Permitted Development) Order 1995. It can be used to remove "Permitted Development" rights for certain forms of householder development in conservation areas. The removal of permitted development rights outside these categories and/or outside conservation areas still requires the confirmation of the Secretary of State for The Environment under Article 4(1).

## Business Use

Use for the purposes of offices, research and development or industry, providing (Class B1) that such a use can be carried out in a residential area without detriment to the amenity of that area - the 'amenity test' (definition derived from 'The Use Classes Order 1987' – Department of the Environment Statutory Instrument 764, 1987).

## Brownfield Sites

See under previously developed urban land.

## Circulars

Occasional government advice to aid interpretation of legislation and to advise local authorities on government expectations in their delivery of services.

## Community

A social group defined by close geographical association or commonality of interest.

## Conservation Area

An area of special architectural or historic interest identified by the Local Planning Authority under the Planning (Listed Buildings & Conservation Areas) Act 1990. There is a statutory duty to preserve or enhance the character or appearance of such areas. Buildings in such areas are protected from unauthorised demolition in part or in full, and trees may not be felled or pruned without 14 days notice.

## Cellular Construction

Buildings (primarily 17th, 18th and 19th century) of a traditional construction whereby the interior form, scale and structure is visible from the exterior.

## Central London

Central London the focus for London's financial, specialist retail, tourism and cultural uses and activities. The geographical extent of Central London has been defined by the government, the GLA and the Central London boroughs.

**Deficiency Area**

Area which is beyond a reasonable distance from a facility such as a shop, open space or community centre.

**Development Brief**

A description of the type of development which the Council would expect on particular development sites, including land uses, features to be retained, overall design considerations and planning obligations, where appropriate.

**Development Control**

The activity of the local planning authority to decide whether development may proceed and thus planning permission be given, with reference to the development plan for the area and other material considerations.

**Development Plan**

For the purposes of the Planning and Compulsory Purchase Act 2004, the development plan for London Borough of Lambeth consists of the Mayor of London's Spatial Development Strategy (the London Plan) and the Lambeth Unitary Development Plan.

**Dwelling**

A building or any part of a building that forms a separate and self-contained set of premises designed to be occupied by a single family or household (definition derived from 'The Census 1981 Definitions Great Britain' – Office of Population Censuses and Surveys, 1981).

**Foyer Accommodation**

Supervised non-self contained accommodation for young single people, often linked to training programmes.

**General Permitted Development Order (GPDO)**

Statement by central government of the type and scale of development which does not require planning permission.

**Gross Floor Area (GFA)**

The floor area of a building measured on the overall dimensions of each floor including the thickness of internal and external walls, stairs, lift shafts, corridors, halls and basements. Parking and loading areas (including those underground) and generally excluded.

**Highway**

An area of land for which the public has the right of way to pass under or through.

**Housing Density**

The number of dwellings per Net Residential Area, measured in Habitable Rooms per Hectare (HRH).

**Household**

One person living alone or persons living at the same address with common housekeeping or sharing a common living or sitting room.

**Infill**

Infill development is the insertion of one or more new buildings within an existing townscape.



**Key Worker Housing**

Housing for, and involving the support and participation of, named employees of key public services experiencing, and providing evidence of, problems of recruitment and/or retention. This includes health service workers, teachers, policemen, firemen, bus drivers and social workers. Key worker housing can include accommodation for a range of household sizes including single people and families.

**Large Retail Development**

Development for retail use which provides for more than a purely local service, such as a superstore (over 2,500m<sup>2</sup>.)

**Listed Building**

A building of special architectural or historic interest included on a statutory list compiled by the DoE. Planning permission is required for the demolition or alteration of such a building.

**London Plan**

Published in 2004, the London Plan is the Mayor of London's spatial development strategy for Greater London, setting out:

- A strategic social, economic and environmental framework for the future development for London;
- A spatial framework for the Mayor's other strategies;
- A London wide context for individual boroughs to frame their planning policies; and
- The policy framework for the Mayor's involvement in major planning decisions.

**Major Development**

Unless defined specifically in a policy major development will be those with a major planning impact having regard:

- To the character of the use and area,
- To the sensitivity of the site and the likely use.
- Schemes on sites of 0.1Ha or more (including where sites are developed in a number of phases), and schemes with a significant number of employees or requiring large numbers of construction workers will also be determined as major development.

**MDOs**

Site specific proposals for important sites in the Borough where a land use is not normally specified.

**Metropolitan Open Land (MOL)**

Areas of predominantly open land forming islands and wedges in the built up area and which provide it with strategic and attractive breaks. Strategic Guidance stresses that there should be a presumption against development in these areas.

**Non Conforming Use**

Any use which would be out of character and keeping with the established predominant use of an area, e.g. a general industrial use located in a primarily residential area.

### **Open Space**

"All land use that is predominantly undeveloped other than by buildings or structures which are ancillary to the open space use, whether in public or private ownership and whether public access is unrestricted, limited or restricted."

(Source: Mayor of London, 'Draft Guide to Preparing Open Space Strategies, March 2004')

### **Original Units**

in the context of shopping policy (Policies 4 and 29) units as they were originally constructed with percentages applied over the centre as a whole.

### **Permitted Development**

Minor development which, by virtue of the General Permitted Development Order, does not require planning permission.

### **Planning Obligation**

A legal undertaking entered into in connection with a planning permission under Section 106 of the Town and Country Planning Act 1990. Such obligations may restrict development or use of land; require operations or activities to be carried out in, on, under or over the land; require the land to be used in any specified way; or require payments to be made to the planning authority either in a single sum or periodically. Planning obligations may be created by agreement or by unilateral undertakings on the part of the developer/owner of the land.

### **Planning Permission**

Formal approval given by a local planning authority for development requiring planning permission (see General Permitted Development Order), usually valid for five years for a full permission or three years for an outline permission in which details are reserved for subsequent approval.

### **Previously Developed Urban Land**

Previously-developed land is that which is or was occupied by a permanent (non agricultural) structure (excluding agricultural and forestry buildings), and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously-developed land may occur in both built-up and rural settings. The definition includes defence buildings, and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures.

The definition excludes land and buildings that have been used for agricultural or forestry purposes, forest and woodland, and land in built-up areas which has not been developed previously (e.g. parks, recreation grounds, and allotments – even though these areas may contain certain urban features such as paths, pavilions and other buildings). Also excluded is land that was previously developed but where the remains of any structure or activity have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings), and where there is a clear reason that could outweigh the re-use of the site – such as its contribution to nature conservation – or it has subsequently been put to an amenity use and cannot be regarded as requiring redevelopment.

In other words, the urban land uses as defined by the DETR's Land-Use Change Statistics (excluding 'urban land not previously developed').

The curtilage is defined as the area of land attached to a building. All of the land within the curtilage of the site (as defined above) will also be defined as previously developed. The curtilage will be that as defined for the DETR/ Ordnance Survey/ Land use change statistics classification.

However, this does not mean that the whole area of the curtilage should therefore be redeveloped. For example, where the footprint of a building only occupies a proportion of a site of which the remainder is open land (such as at an airfield or a hospital) the whole site should not normally be developed to the boundary of the curtilage. The local planning authority should make a judgement about site layout in this context, bearing in mind other planning considerations, such as policies for protection of open space or playing fields or development in the countryside, how the site relates to the surrounding area and requirements for on-site open space, buffer strips, landscaped areas, etc, and how the site relates to the surrounding area.

Provision for restoration relates to minerals and waste sites which are to remain un-restored after use because the planning permission allowing them did not include a restoration condition. All other such sites will be restored to 'greenfield' status, by virtue of the planning condition. (Source: PPG3)

### **Property in Multiple Paying Occupation (PMPO)**

A property in Multiple Paying Occupation is defined as a property in residential use which is intrinsically non-transient and/or permanent/semi-permanent, containing a number of separate households and/or individuals living independently of each other, with some shared facilities, but in non-self contained units.

### **Public Realm**

The network of streets and spaces (whether public or private) that form gaps between buildings, hard and soft landscaping, the setting of buildings and the connections between them. They also function as important spaces for social contact and public events in their own right.

### **Regeneration**

Changes in Lambeth's economy, as in many areas of London, has seen large areas of redundant or under-used buildings, run down areas including town centres, with little or no investment, unemployment, poverty, disadvantage, social exclusion and crime. Regeneration seeks to address these problems by a process of intervention – re-directing resources to arrest decline, targeting disadvantage, promoting skills and education opportunities, increasing secure employment opportunities, encouraging a sense of well-being within the business and local community, improving public transport, encouraging the provision of homes and securing sustainable improvements to the built and natural environment.

### **Residential Density**

The existing or proposed number of habitable rooms (defined above) in a given area – usually expressed in terms of habitable rooms per hectare or acre (definition derived from "The Greater London Development Plan", G.L.C., 1976).

### **Sequential Approach**

Government policy directing uses that attract a lot of people, such as retail and leisure, to town centres in the first instance.

### **Spatial Development Strategy**

See under London Plan

**Supported Housing**

Programme of support and service provision in ordinary housing within the local community for people with mental or physical disability or other problems requiring special support. The aim is to enable a more independent life than would be possible in a larger institution.

**Supplementary Planning Guidance**

Guidance leaflets, additional and supplementary to the Unitary Development Plan, on how to implement its policies. For example on domestic extensions and shopfronts.

**Strategic Guidance (RPG3)**

Provided by the Secretary of State for the Environment in 1993 to guide London boroughs in preparing their Unitary Development Plans. This has subsequently been replaced by the Mayor of London's London plan published in 2004.

**Sui Generis**

Uses not falling within a defined use class, e.g. car sales, waste transfer, hostels, theatres, launderettes, petrol stations and amusement arcades.

**Sustainable Development**

Development which meets the needs of the present without compromising the ability of future generations to meet their own needs and aspirations.

**Strategic Transport Hub**

Major transport interchanges with associated high-density development as part of the Mayor's strategies.

**Transport Development Areas**

Areas surrounding Strategic Transport Hubs which have potential for redevelopment.

**Travel Plans**

A package of measures tailored to the needs of individual sites and aimed at promoting greener, cleaner travel choices. The travel plan is supported by a document submitted as part of a transport impact assessment setting down proposed measures by the developer to deliver sustainable transport objectives. The document should also lay out the strategy objectives, targets and include measures for reducing car usage (particularly single occupancy journeys) and promoting and securing increased use of walking, cycling and public transport.

**Urban Design**

The art of protecting, improving and making new places for people. It includes the way places work and matters such as community safety, as well as how they look. It concerns the connections between people and places, movement and urban form, natures and the built fabric, and the process for ensuring successful villages, towns and cities.

**Urban Design Statement**

An Urban Design Statement should evaluate the site's character in the context of the area and on this basis develop an appropriate layout, massing, density and form for proposed development having regard to the factors identified in Policy 31. The strength of an Urban Design Statement will depend on how far the proposed 3 dimensional form responds to local conditions and site and area character. Many Urban Design Statements fail because they merely seek to justify layouts previously developed from the client's commercial brief.

### **Urban Grain**

A measure of the typical size of building plots and streets in urban areas. For example, older areas typically have a 'fine grain' with many streets and smaller plots.

### **Use Classes Order**

The Town & Country Planning (Use Classes) Order 1987 lists 16 classes of use. A change from one use to another use within the same class does not constitute development and consequently does not require planning permission. Some of the most widely used use classes include:

#### ***Class A1 Shops***

#### ***Class A2 Financial or Professional Services***

Financial or Professional Services (other than health or medical services), being services which it is appropriate to provide in a shopping area, and where the services are provided principally to visiting members of the public.

#### ***Class A3 Food and Drink***

Use for the sale of food or drink for consumption on the premises or of hot food for consumption off the premises.

#### ***Class B1 Business***

Use for all or any of the following purposes:

- (a) As an office other than a use within Class A2;
- (b) For research and development of products or processes; or
- (c) For any industrial process, being a use which can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.

#### ***Class B2 General Industrial***

Use for the carrying out of an industrial process other than one falling within Class B1, or special industrial groups Classes B3 to B7.

#### ***Class B8 Storage or Distribution***

#### ***Class C1 Hotels***

Use as a hotel, boarding or guest house or as a hostel where, in each case, no significant element of care is provided.

#### ***Class C2 Residential Institutions***

Use for the provision of residential accommodation and care to people in need of care (other than a use in Class C3), or use as a hospital or nursing home, or use as a residential school, college or training centre.

#### ***Class C3 Dwelling Houses***

Use as a dwelling house (whether or not as a sole or main residence):

- (a) By a single person or by people living together as a family;
- (b) By not more than six residents living together as a single household (including a household where care is provided for residents).

#### ***Class D1 Non Residential Institutions***

Places of worship, day nurseries, medical services, museums etc.

***Class D2 Assembly and Leisure***

Use as cinemas, bingo halls and indoor sports etc.

**Vauxhall**

For the purposes of the plan that part of North Lambeth south of Lambeth Road and east of Kennington Road.

**Waterloo**

For the purposes of the plan that part of North Lambeth north of Lambeth Road.

Superseded

## MDO Locator

MDO 1	Camelford House/Tintagel House 89 Albert Embankment - Area: 0.8 Ha	152
MDO 2	Texaco Garage and Albert Embankment - Area: 0.14Ha	152
MDO 3	Parliament House 81 Black Prince Road/Salamanca Place - Area: 0.1 Ha	152
MDO 4	London Fire Brigade Headquarters, 8 Albert Embankment - Area: 1 Ha	152
MDO 5	East Brixton Regeneration Arc - Area: 7.4 Ha	157
MDO 6	Bon Marché Yard (between Nursery Rd, Ferndale Road and at rear of 442-444 Brixton Rd) - Area: 0.3 Ha	159
MDO 7	Brixton "Phase II" Site - Area: 0.14 Ha	159
MDO 8	Car Park to the rear of 337/365 Brixton Road - Area: 0.3 Ha	160
MDO 9	Tesco Supermarket, 13 Acre Lane - Area: 1.2 Ha	160
MDO 10	Hambrook House, 17 Porden Road / 2-7 Town Hall Parade - Area: 0.5 Ha	160
MDO 11	<del>St. Matthews Estate (West of St. Matthews Road) - Area: 1.5 Ha</del>	<del>160</del>
MDO 12	Brixton Road/Angell Town (West of Brixton Road, Near Junction with Loughborough Road) - Area: 1.7 Ha	160
MDO 13	<del>Remaining parts of Angell Town Estate - Area: 3.6 Ha</del>	<del>160</del>
MDO 14	Brixton Prison, Jebb Avenue - Area: 2.6 Ha	160
MDO 15	<del>Waterworks Road/ Blenheim Gardens, off Brixton Hill - Area: 1.42 Ha</del>	<del>161</del>
MDO 16	<del>Orchard Support Centre, Christchurch Road, and Tram Shed (237 Brixton Hill) - Area: 1 Ha</del>	<del>161</del>
MDO 17	33 Macaulay Road/LETS - Area: 0.7 Ha	162

<b>MDO 18</b>	<b><del>63 Old Town/Grafton Square Police Site</del></b> <b><del>- Area: 0.7ha</del></b>	<b><del>162</del></b>
<b>MDO 19</b>	<b>The Orangery, off Worsopp Drive</b> <b>- Area: 0.4 Ha</b>	<b>162</b>
<b>MDO 20</b>	<b><del>Former Henry Thornton School, Clapham</del></b> <b><del>Common Southside (Includes Henry</del></b> <b><del>Thornton Centre, Elms Road and Lambeth</del></b> <b><del>College, Clapham Common Southside)</del></b> <b><del>- Area: 3.2 Ha</del></b>	<b><del>163</del></b>
<b>MDO 21</b>	<b>Park Hill/Northbourne Rd &amp; various sites</b> <b>fronting Clapham Park Road Area: 0.9 Ha</b>	<b>163</b>
<b>MDO 22</b>	<b>OCS Site, 44 Clapham Common Southside</b> <b>- Area 1.5 Ha</b>	<b>163</b>
<b>MDO 23</b>	<b>Hasslerigge Primary School, Bowland Rd</b> <b>- Area 0.7 Ha</b>	<b>163</b>
<b>MDO 24</b>	<b>35-39 Bedford Road, rear of 2-28 Ferndale</b> <b>Road - Area 0.4 Ha</b>	<b>163</b>
<b>MDO 25</b>	<b>Former Drive Thru, 33 Clapham High</b> <b>Street - Area: 0.1 Ha</b>	<b>163</b>
<b>MDO 26</b>	<b>Mary Seacole House, 91 Clapham High</b> <b>Street and various neighbouring sites</b> <b>- Area: 0.5 Ha</b>	<b>163</b>
<b>MDO 27</b>	<b>Copyn Yard/Clapham Manor Depot,</b> <b>Clapham High Street/Clapham Manor</b> <b>Street - Area: 1.0 Ha</b>	<b>163</b>
<b>MDO 28</b>	<b>Clapham Park Estate - Area: 61.9 Ha</b>	<b>164</b>
<b>MDO 29</b>	<b><del>Former South London Women's Hospital,</del></b> <b><del>Clapham Common South Side Area: 1.1 Ha</del></b>	<b><del>165</del></b>
<b>MDO 30</b>	<b>Herne Hill Station, Railton Road and</b> <b>various properties between 128 and 140</b> <b>Herne Hill - Area: 0.4 Ha</b>	<b>165</b>
<b>MDO 31</b>	<b><del>AJ Bull at Railway Sidings Shakespeare</del></b> <b><del>Road - Area: 0.7 Ha</del></b>	<b><del>166</del></b>
<b>MDO 32</b>	<b>2-24 Kennington Lane (including 2-6</b> <b>Holyoak Rd and 130-138 Newington</b> <b>Butts) - Area: 0.6 Ha</b>	<b>166</b>
<b>MDO 33</b>	<b>Loughborough Junction - Area 6.8 Ha</b>	<b>166</b>



<b>MDO 34</b>	<b>105 Minet Road/Wickwood Street - Area 0.7 Ha</b>	<b>167</b>
<b>MDO 35</b>	<b>Bengeworth Road Depot and Adjoining Land off Bengeworth Road Area: 1.4 Ha</b>	<b>167</b>
<b>MDO 36</b>	<b>118-120 Coldharbour Lane - Area: 0.5 Ha</b>	<b>167</b>
<b>MDO 37</b>	<b>Cowley/Myatts Field North Estates - Area: 19.1 Ha</b>	<b>167</b>
<b>MDO 38</b>	<b>West Norwood Opportunity Site – Brooks Laundry, 2-20 Lansdowne Hill, 260-367 Norwood Rd, 1-12 York Hill - Area: 1.4 Ha</b>	<b>169</b>
<b>MDO 39</b>	<b>443 Norwood Road Area: 0.4 Ha</b>	<b>170</b>
<b>MDO 40</b>	<b>Former Grove Centre and Elmcourt Road Schools – Area 2.0 Ha</b>	<b>170</b>
<b>MDO 41</b>	<b>Winn and Coales - 19-37 Rothschild Street and 31 Chapel Road - Area: 1.0 Ha</b>	<b>170</b>
<b>MDO 42</b>	<b>Scrapyard, Windsor Grove – Area: 0.24 Ha</b>	<b>170</b>
<b>MDO 43</b>	<b>Knights Hill - Former Lambeth College (Junction of Chapel Rd) - Area: 0.7 Ha</b>	<b>170</b>
<b>MDO 44</b>	<b>Rothschild Street/Ernest Avenue (various commercial sites fronting Rothschild Street, Ernest Avenue and Norwood High Street) – Area: 0.9 Ha</b>	<b>170</b>
<b>MDO 45</b>	<b>99-131 Norwood High Street - Area: 0.4 Ha</b>	<b>170</b>
<b>MDO 46</b>	<b>44-52 Norwood Road – Area: 0.3 Ha</b>	<b>170</b>
<b>MDO 47</b>	<b>Avenue Park Rd (railway sidings on north side of the road) - Area: 0.5 Ha</b>	<b>171</b>
<b>MDO 48</b>	<b>Former Norwood Primary School Gypsy Road – Area: 1.0 Ha</b>	<b>171</b>
<b>MDO 49</b>	<b>Vale Street Depot (including land formerly in depot use) – Area: 0.6 Ha</b>	<b>171</b>
<b>MDO 50</b>	<b>Offley Works, Offley Road, and 44 and 46 Offley Road - Area: 0.4 Ha</b>	<b>171</b>
<b>MDO 51</b>	<b>43-55 Clapham Rd (Otis) - Area: 0.2 Ha</b>	<b>171</b>

<b>MDO 52</b>	<b>Freemans – 135 Clapham Road</b> <b>– Area: 1.6 Ha</b>	<b>171</b>
<b>MDO 53</b>	<b>St Agnes Place (Area to East of Kennington Park) - Area: 3.1 Ha</b>	<b>172</b>
<b>MDO 54</b>	<b>Stannary Street (Various Commercial Sites between Milverton Street and Stannary Street) – Area 1.5 Ha</b>	<b>172</b>
<b>MDO 55</b>	<b>Tesco Supermarket - 263-275 Kennington Lane - Area: 1.4 Ha</b>	<b>172</b>
<b>MDO 56</b>	<b>Beefeater Distillery, 20 Montford Place and Other Sites to the East of Montford Place – Area: 0.9 Ha</b>	<b>172</b>
<b>MDO 57</b>	<b>Oval Gasometers, Kennington Oval – Area: 2.1 Ha</b>	<b>172</b>
<b>MDO 58</b>	<b>238 Kennington Lane/2-14 Dolland Street and 1-3 Loughborough Street - Area: 0.5 Ha</b>	<b>172</b>
<b>MDO 59</b>	<b>Land to the rear of White Swan Public House, Westow Hill and 10-20 Crystal Palace Parade - Area: 0.4 Ha</b>	<b>173</b>
<b>MDO 60</b>	<b>3-5 Cawnpore Street/99-107 Woodland Road - Area: 0.2 Ha</b>	<b>173</b>
<b>MDO 61</b>	<b>Stockwell Station, Stockwell Road and Richardson Court, Studley Road - Area: 0.5 Ha</b>	<b>173</b>
<b>MDO 62</b>	<b>6-7, 15-19 Stockwell Green - Area: 1.3 Ha</b>	<b>173</b>
<b>MDO 63</b>	<b>Land to the rear of West Stockwell Neighbourhood Office, land to the rear of Union Grove plus Coronation Hall, Union Road and Open Area fronting Smedley Street – Area: 0.4 Ha</b>	<b>174</b>
<b>MDO 64</b>	<b>18 Union Road, 340a-344 Clapham Road – Area: 0.5 Ha</b>	<b>174</b>
<b>MDO 65</b>	<b>9 Jeffrey's Road, 330-340 Clapham Road – Area: 0.6 Ha</b>	<b>174</b>
<b>MDO 66</b>	<b>Former Annie McCall Hospital/Stockwell Studios – Area: 0.3 Ha</b>	<b>174</b>
<b>MDO 67</b>	<b>South Bank University/Lambeth College Wandsworth Road – Area: 1.7 Ha</b>	<b>174</b>

<b>MDO 68</b>	<b>Courland Grove (Plot North of Euro Towers) - Area: 0.2 Ha</b>	<b>175</b>
<b>MDO 69</b>	<b>Wilcox Road - Area: 0.4 Ha</b>	<b>175</b>
<del><b>MDO 70</b></del>	<del><b>Clyston Street/Wandsworth Road - Area: 1.1 Ha</b></del>	<del><b>175</b></del>
<b>MDO 71</b>	<b>Destination Streatham (Ice Rink/ Streatham Station) - Area: 4.7 Ha</b>	<b>177</b>
<b>MDO 72</b>	<b>1-21 Streatham Vale/100 Woodgate Drive Homebase Store, car park and service area - Area 0.7 Ha</b>	<b>179</b>
<b>MDO 73</b>	<b>Caesars (former Locarno Ballroom) and adjoining properties, 146-178 Streatham Hill – Area: 0.4 Ha</b>	<b>179</b>
<b>MDO 74</b>	<b>Unigate Depot 129 Valley Road - Area: 0.7 Ha</b>	<b>180</b>
<del><b>MDO 75</b></del>	<del><b>Valley Road Yard (Rear of 25-41 Valley Road, Access off Curtis Field Road) - Area: 0.4 Ha</b></del>	<del><b>180</b></del>
<b>MDO 76</b>	<b>Island Site, Vauxhall Cross - Area: 0.6 Ha</b>	<b>183</b>
<b>MDO 77</b>	<b>Vauxhall Station, Vauxhall Cross - Area: 1.9 Ha</b>	<b>183</b>
<b>MDO 78</b>	<b>Bondway East (1-55 Bondway plus 56 Parry Street and Hilden House, Parry Street) - Area: 0.6 Ha</b>	<b>183</b>
<del><b>MDO 79</b></del>	<del><b>Effra Site, Wandsworth Road - Area: 2.5 Ha</b></del>	<del><b>183</b></del>
<del><b>MDO 80</b></del>	<del><b>Parry Street West (72 Bondway, 96 Wandsworth Rd, 18-22 Parry Street) - Area: 1 Ha</b></del>	<del><b>183</b></del>
<del><b>MDO 81</b></del>	<del><b>Parry Street East - Area: 0.3 Ha</b></del>	<del><b>183</b></del>
<del><b>MDO 82</b></del>	<del><b>5 and 21 Miles Street (Wendle Court and 131-137 Wandsworth Road) - Area: 0.5 Ha</b></del>	<del><b>183</b></del>
<del><b>MDO 83</b></del>	<del><b>Keybridge House South Lambeth Road and Various Properties in Wyvil Road - Area: 2 Ha</b></del>	<del><b>184</b></del>

<b>MDO 84</b>	<b>Nine Elms Sainsbury's (Wandsworth Rd) - Area: 2.4 Ha</b>	<b>184</b>
<b>MDO 85</b>	<b>39-59 South Lambeth Road (Timber Yard) - Area: 1.2 Ha</b>	<b>184</b>
<b>MDO 86</b>	<b>Former Lawn Lane Primary School (Now Lawn Lane Centre, Lawn Lane) - Area: 0.4 Ha</b>	<b>184</b>
<b>MDO 87</b>	<b>1-3 Glyn Street - Area: 0.4 Ha</b>	<b>185</b>
<b>MDO 88</b>	<b>Glasshouse Walk, Tinworth Street, Vauxhall Walk - Area: 0.9 Ha</b>	<b>185</b>
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