

Cabinet

19 September 2012

Vauxhall Area Supplementary Planning Document

Princes, Oval, Larkhall and Stockwell Wards

Cabinet Portfolio:

Cabinet Member for Regeneration and Strategic Housing: Councillor Lib Peck

Report authorised by:

Executive Director for Housing, Regeneration and Environment: Sue Foster

Executive summary

The Council's Supplementary Planning Document (SPD) for Vauxhall was originally drafted in 2008. Cabinet agreed that the principles and emerging issues relating to development in Vauxhall, described in the Cabinet report dated 16th January 2012, should be the subject of further public consultation to enable the draft Supplementary Planning Document to be revised and adopted. This further consultation has now been completed. The findings have been incorporated in a draft final SPD. It is intended that the SPD will be adopted by the Council in March 2013. Consultation on the final draft and its supporting documents is proposed during the autumn to enable this timetable to be met. Once adopted, the SPD will have full weight in deciding planning applications.

Whilst focused on growth the SPD has been written to address issues such as employment and deprivation found in Vauxhall and its neighbouring communities.

By co-chairing the strategy board, the Council will be able to ensure the Vauxhall Nine Elms proposals will deliver major benefits for Lambeth's communities, notably:

- Opportunities to access the 25,000 new jobs that are expected to be created in new developments including shops and offices, 8000 of which are targeted to be within Lambeth.
- The development of new housing, including affordable housing. 3500 new homes will be developed within Lambeth. Up to 40% of these will be negotiated as affordable subject to the tests set down in the Council's adopted core strategy.
- A new, vibrant district centre will be created at Vauxhall.
- A new Tube station on Wandsworth Road near to the existing Sainsbury's supermarket which will improve access to the underground for people living and working in the Vauxhall, Oval, Nine Elms and South Lambeth areas. Improved bus, rail and tube services, including improvements to the Vauxhall interchange, (now complete). The new stations (there are two planned; one on Wandsworth Road at Nine Elms and one at Battersea) will be linked to existing bus routes

enabling local people to easily access the Tube network. There will be less pressure on Vauxhall station. New passenger piers on the Thames for riverboats are proposed, (St George's is now complete), and there are proposals to extend the Barclays Cycle Hire scheme to Battersea.

- Around 50 acres of new public spaces - street improvements, parkland, and a new river walk benefiting cyclists and pedestrians.
- Nearby will be a redeveloped New Covent Garden Market area called The Garden, a new US Embassy and a restoration of Battersea Power Station.

Summary of financial implications

As an Opportunity Area for growth, this area is a critical part of the delivery of new homes for Lambeth. Successful delivery of new homes will continue to attract 'New Homes Bonus' to enable the proper planning of the area and its infrastructure needs. The SPD provides guidance to enable the successful development of new homes in accordance with the Council's aspirations for the area.

The SPD describes how the delivery of the area will be facilitated through the negotiation of Section 106 Planning Obligations and the application of the tariff described in the Development Infrastructure Study and adopted by Cabinet on the 16th January 2012. The Council is also now required to collect the Mayor's CIL for Crossrail.

The Council has commenced the preparation of its Community Infrastructure Levy (CIL) charging schedule. Once adopted, the CIL will supersede the current approach to Section 106 Planning Obligations and the DIFS tariff described in the SPD.

There are no direct financial implications arising from the recommendations of this report.

Endorsement to the Vauxhall SPD as recommended by this report does not commit the Council to any direct financial contribution of the Northern Line Extension. A report relating to the progress and funding arrangements for the NLE will be considered by Cabinet in January 2013.

Recommendations

- (1) To approve for consultation the Vauxhall Area SPD (consultation draft) and its supporting documents set out in Appendix.
- (2) To agree to delegate authority to the Executive Director for Housing, Regeneration and Environment, in consultation with the Lead Member for Regeneration and Strategic Housing and Lead Member for Culture, Leisure and the Olympics, to consult upon the findings of studies described in the Cabinet report in relation to the:
 - Community Development Trust
 - A revised Sustainability Appraisal

- The future of the transport interchange at Vauxhall Cross, including the gyratory
- Review of the master plans for local parks
- A Retail Impact Assessment of the District Centre

(3) To agree to consult widely on this final draft SPD to ensure that the community as a whole has an opportunity to comment prior to adoption of the SPD by March 2013.

Consultation

Name of consultee	Department or Organisation	Date sent	Date response received	Comments appear in report para:
Internal				
Sue Foster	Executive Director of Housing, Regeneration and Environment	20.07.12	07/09/12	
Jo Cleary	Executive Director of Adults and Community Services	03.08.12	07.08.12	
Greg Carson	Governance and Democracy	08.08.12	23.08.12	4.1 to 4.7
Hamant Bharadia	Department Finance Officer	22.08.12	22.08.12	
Frank Higgins	Corporate Finance	20.08.12	22.08.12	
Andy Gutherson	Interim Head of Development Management			
Alison Young	Divisional Director Planning, Regeneration and Enterprise	20.07.12	01.08.12 29.08.12	3.4
Rachel Sharpe	Divisional Director- Housing	27.07.12	01.08.12	Various
Carolyn Dwyer (Raj Mistry)	Divisional Director Public Realm	27.07.12	01.08.12	
Abu Barkatoolah	Head of Transport Planning and Strategy			Throughout
Mike Pocock	Divisional Director- Building Schools for the Future.	06.08.12	06.08.12	Various
Councillor Lib Peck	Cabinet Member for Regeneration and Strategic Housing	20.07.12 29.08.12	07.09.12	Recommendation 3

Report history

Decision type: Non-Key Decision		Key decision: reason EITHER a) expenditure or savings of £500,000 or more <input type="checkbox"/> OR/AND: b) proposal affects significantly two or more wards <input type="checkbox"/>	
Authorised by Cabinet member:	Date report drafted:	Date report sent:	Report deadline
23.07.12	25.05.12	31.08.12	29.08.12
Report no.:	Report author and contact for queries:		
101/12-13	Sandra Roebuck, Programme Manager Neighbourhood Regeneration		

Background documents

Lambeth LDF Core Strategy, January 2012

London Plan 2008

Vauxhall, Nine Elms, Battersea Opportunity Area Planning Framework, March 2012

Draft National Planning Policy Framework, Communities and Local Government, July 2011

Cabinet report 16th January 2012: Vauxhall Area: statement of principles, emerging issues and Development Infrastructure Funding Study

Appendices

1. Vauxhall Area SPD – Final draft for consultation
2. Equalities Impact Assessment
3. Report of consultation

Vauxhall Area: statement of principles, emerging issues and Development Infrastructure Funding Study

1. Context

1.1 The Opportunity Area Planning Framework (OAPF), described in the Cabinet report of 16th January has now been adopted by the Greater London Authority for the purposes of providing guidance on how policies in the London Plan should be applied in this area. The OAPF promotes the 'optimum development potential of the area' including:

- 16,000 new homes and 20-25,000 jobs
- Growth poles in the form of new Central Activity Zone (CAZ) frontages at Battersea Power Station and Vauxhall
- A new mixed use residential neighbourhood and linear park in the heart of Nine Elms
- A step change in public transport provision including the Northern Line Extension from Kennington to Battersea Power Station with an intermediate station at Nine Elms, supported by a package of rail, bus, cycling, pedestrian and highway improvements
- The provision of new open space including a linear park, improved riverside walk and high quality public realm
- The creation of a sustainable place with new social infrastructure, a district heat network, utilities infrastructure and strategic flood mitigation measures

1.2 The principles and emerging development issues, also described in the January Cabinet report, were the subject of an exhibition held at St George's on the 14th and 15th March 2012. The purpose of the exhibition was to discuss the proposed principles to guide development in the Vauxhall Heart and Albert Embankment areas and to confirm with the principles that were thought to be the most important and how they should be put into order of priority. Information was also sought on the nature of community benefits that people felt development should contribute to. Working with members of the Kennington, Vauxhall and Oval Forum and Stockwell Partnership to plan and deliver the method of consultation, the event attracted over 200 people over the 2 day period and the exhibition material was available for viewing and feedback on line at www.lambeth.gov.uk/vauxhallspd. 262 questionnaires and post cards were completed and the findings are available on line at www.lambeth.gov.uk/vauxhallspd web site. The findings have been reviewed and have informed the preparation of this final draft SPD. In summary, they are:

- People liked the river – it came out top in both the questionnaire and postcard feedback. Improving access to the river and better use of the riverside were among the principles receiving most support in both Vauxhall Heart and Albert Embankment areas.
- People liked the central London location and the good transport links most about Vauxhall.

- People liked the things that made Vauxhall distinct – the communities and the independent shops and restaurants. Particular mention was made of the area’s nightlife and status as a gay destination. Respondents wanted to ensure that these businesses were retained and that the diversity of the area should be celebrated and used to its advantage.
- People liked the existing parks and there were concerns that the quality of these needed protecting. ‘More or better open space’ was the most popular community benefit that people called for.
- People disliked the traffic and the road layout, particularly the gyratory, and felt the pedestrian experience was poor. Improving pedestrian and cycle routes was the second most popular community benefit that people wanted to see.
- The lack of general amenities was also a common complaint and the provision of better amenities was what people most hoped for in 20 years’ time. A high street with better shops was the third most called for community benefit.
- The top 3 Vauxhall Heart principles were ‘Reconnect Vauxhall heart to the river’; ‘Create a new urban square that is a focus for Vauxhall town centre’; and ‘Create a high street that is shared between pedestrians and vehicles’.
- The top 3 Albert Embankment principles were ‘Promote quality public spaces and streets’; ‘Enliven the waterfront’; and ‘Encourage connections to the river’.
- There were concerns over the proposed height of buildings – including concerns around overshadowing, overlooking and wind.
- Additional facilities were a popular aspiration and in particular, people wanted to see a swimming pool and a cinema in the local area.

2 Proposals and reasons

2.1 Given the changing circumstances and the adoption of the OAPF, it is critical that the Council brings forward the adoption of the SPD as soon as practicable. This supplementary guidance pertains to that part of the OAPF that falls within Lambeth and it is necessary to consider how strategic requirements relate to local needs, and give developers sufficient information so that schemes can come forward that reflect the Council’s ambitions for the area. Approval is now sought to consult on the final draft of the SPD, prior to its proposed adoption in March 2013.

2.2 The following changes have been made from the draft SPD produced in 2008:

- Updates throughout to reflect the extensive consultation that has been undertaken since 2008 wherever possible.
- A more aspirational vision reflecting the Council’s co-operative model and the vision agreed by the Vauxhall Nine Elms Board.
- A reshaping of the 6 strategic development objectives to form 10 principles for the area. The principles promote the sustainable development of up to 3500 new homes and 8000 new jobs, including the necessary infrastructure to support this growth and improve the

environment for the existing community. This includes the identification of areas of search for: the Nine Elms Underground Station to be developed as part of the implementation of the Northern Line Extension; a new primary school; a community building (if appropriate), and guidance on the development of tall buildings and improvements to existing parks and open spaces. Principles relating to the improvement of the gyratory are proposed and the possibility of reconfiguring the bus station as part of the improvement of the transport interchange.

- The SPD describes the 4 character areas referred to in the previous draft but breaks them down into smaller sub areas to provide greater detail in relation to the Council's aspirations for development.
- A more comprehensive approach to delivery and implementation to reflect the complex nature of bringing forward a significant amount of growth that reflects and meets the needs of the community as a whole. This includes innovative concepts in relation to 'affordable retail'; the formulation of a community development trust in this area to define and maximise community benefits from development; measures to secure opportunities for employment in the area and the provision of affordable housing as part of a mixed balanced community with a choice of housing and employment opportunities.

2.3A number of supporting studies are currently underway that together with the consultation findings on the final draft SPD will inform the final SPD. They include:

- An update of the parks master plans 2005
- A revised Sustainability Appraisal
- A retail impact assessment as required by the OAPF
- Research into the form and nature of a community development trust
- Ongoing work with Transport for London to consider the future of the gyratory and the delivery of the Northern Line Extension
- A borough wide study exploring the economic benefits of the evening economy, referring Vauxhall

3 Finance Comments

3.1 As an Opportunity Area for growth, this area is a critical part of the delivery of new homes for Lambeth. Successful delivery of new homes will continue to attract 'New Homes Bonus', (NHB), to enable the proper planning of the area and its infrastructure needs. The SPD provides guidance to enable the successful development of new homes in accordance with the Council's aspirations for the area.

- 3.2 The SPD describes how the delivery of the area will be facilitated through the negotiation of Section 106 Planning Obligations and the application of the tariff described in the Development Infrastructure Study and adopted by Cabinet on the 16th January 2012. The Council is also now required to collect the Mayor's CIL for Crossrail.
- 3.3 The Council has commenced the preparation of its Community Infrastructure Levy (CIL) charging schedule. Once adopted, the CIL will supersede the current approach to Section 106 Planning Obligations and the DIFS tariff described in the SPD. Members will be holding future discussions on how the CIL should be allocated.
- 3.4 There are no direct financial implications associated with the recommendations of this report. The development and consultation costs of the SDP will be funded from existing budgets within the Planning, Regeneration and Enterprise Division.
- 3.5 Endorsement to the Vauxhall SPD as recommended by this report does not commit the Council to any direct financial contribution to the funding of the Northern Line Extension. A report relating to the progress and funding arrangements for the NLE will be considered by cabinet in January 2013.

4 Comments from Director of Governance and Democracy

- 4.1 The relevant statutory framework is set out in the Planning and Compulsory Purchase Act 2012, the Town and Country Planning (Local Development) (England) Regulations 2004, as amended, and in Planning Policy Statement 12: Creating strong safe and prosperous communities through local spatial planning.
- 4.2 The Lambeth Local Development Framework (LDF) is the local part of the Development Plan for the Borough together with the strategic part provided by the Mayor's London Plan. In dealing with any application for planning permission the Council must have regard to the provisions of the Development Plan so far as material to the application and to any other material considerations (Section 70 of the Town and Country Planning Act 1990).
- 4.3 The role of SPDs is to expand or provide further detail to policies in a development plan. They have to be consistent with national and regional policies as well as the policies set out in the development plan. They must be clearly cross-referenced to the relevant policies they supplement and must be regularly reviewed alongside the review of the policies to which it relates.
- 4.4 Regulation 12 of the Town and Country Planning (Local Development) (England) Regulations 2012, require the Council before it adopts a supplementary planning document to—
- (a) prepare a statement setting out—
- (i) the persons the local planning authority consulted when preparing the supplementary planning document;
- (ii) a summary of the main issues raised by those persons; and

(iii) how those issues have been addressed in the supplementary planning document; and

(b) for the purpose of seeking representations under regulation 13, make copies of that statement and the supplementary planning document available with details of the date by which representations must be made (being not less than 4 weeks from the date the Council complies with this paragraph), and the address to which they must be sent.

4.5 The Vauxhall Area SPD will be a material consideration in determining planning applications, and can be used as an advisory and promotional tool for improving the area.

4.6 Section 149 of the Equality Act 2010 sets out the new public sector equality duty replacing the previous duties in relation to race, sex and disability and extending the duty to all the protected characteristics ie race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment. The public sector equality duty requires public authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- Foster good relations between those who share a protected characteristic and those who do not.

4.7 The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken – that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.

5 Results of consultation

5.1 The results of consultation have been reflected in this report. This includes: previous consultation on the draft Vauxhall SPD; community engagement around VNEB OAPF throughout 2011; and the principles that were consulted upon during the exhibition of the 14th and 15th March 2012.

6 Organisational implications

6.1 Risk management:

This report requests agreement to consult upon the final draft of the SPD. The reason for this is to enable concerns to be identified and if appropriate, mitigated against, in advance of bringing forward an SPD for adoption later this year. This rigorous process will ensure certainty about the Council's aspirations for this area and that they are communicated thoroughly.

The SPD is a clear statement of Lambeth's position on development in the area which will give greater certainty to developers and the assessment of planning applications and ensures that local concerns are addressed wherever possible.

6.2 Equalities impact assessment:

Draft attached.

6.3 Community safety implications:

Community safety implications will need to be assessed as the SPD is taken forward.

6.4 Environmental implications:

The draft SPD was the subject of a sustainability appraisal. This is being updated.

6.5 Staffing and accommodation implications:

None.

6.6 Any other implications:

None.

7 Timetable for implementation

7.1 Timetable is as follows:

- Approval of the draft final SPD for consultation September 2012
- Statutory consultation for the SPD during September, October and November
- Adoption of SPD March 2013
