

## The Executive

13 June 2005

### Site of Kerrin Point and Adjoining Land Report: Planning Brief

Item **7**

Princes Ward/North Lambeth Area

#### Executive Portfolio:

Councillor Andrew Sawdon,  
Community Safety, Regeneration and  
Transport

#### Report authorised by:

Eric Bohl, Executive Director of Corporate  
Services

#### Executive summary

This report sets out the process of the preparation of a planning brief for the site of Kerrin Point part of the Ethelred Estate. The Executive agreed a formal public consultation at its meeting on 10 January 2005. The method of consultation, the results and actions taken are set out in the report and the proposed amendments to the Consultation Draft of the Planning Brief.

This report seeks approval for the Site of Kerrin Point and Adjoining Land Planning Brief. The brief prepared by consultants Hephher Dixon is attached as Appendix 1

#### Summary of financial implications

This is a policy statement not requiring funding to implement.

#### Recommendations

- (1) That the changes to the Brief shown as tracked changes in Appendix 1 are agreed and that the amended brief as set out in Appendix 1 be approved.
- (2) That the amended Brief is submitted to Council for approval.

#### Consultation

Name of consultee	Directorate or Organisation	Date sent to consultee	Date response received from consultee	Comments appear in report para:
Internal				
David Thompson	Assistant Director of Housing	17/05/05	23/05/05	2.1
Charlie Forman (Graham Russell)	Assistant Director of Housing	17/05/05	)	
Peter Flockhart	Directorate of Legal and Democratic Services	17/05/05	19/05/05	4.1

Des Farry	Corporate Finance	17/05/05	17/05/05	3.1
Tunde Ogbe	Asset Management	17/05/05	23/05/05	None
Robert Overall	Director of Environment	17/05/05	01/06/05	
Lee Parker	Head of Transport Planning	17/05/05	23/05/05	5.25
Kevin Donnelly	Head of AMPD Education	17/05/05		
Councillor Andrew Sawdon	Executive Member for Community Safety, Regeneration and Transport	17/05/05		
Councillor Keith Fitchett	Executive Member for Housing	17/05/05		
Councillor Charles Anglin	Ward Member	17/05/05		
External				
Public consultation exercise				
<b>Entered in Consultation and Events Diary?</b>				
Yes			If yes,	01.03.05

## Report history

<b>Decision type:</b> Non-key decision		<b>Urgency item?</b> No.	
<b>Authorised by Executive member:</b>	<b>Date report drafted:</b>	<b>Report deadline:</b>	<b>Date report sent:</b>
16/12/04	17/05/05	24/05/05	23.05.05
<b>Report no.:</b>	<b>Report author and contact for queries:</b>		
17/05-06	Marian Girdler Senior Planning Officer 020 7926 1195 mgirdler@lambeth.gov.uk		

## Background documents

Adopted Unitary Development Plan August 1998  
 Revised Deposit Draft Unitary Development Plan June 2004  
 London Plan February 2004  
 Lambeth's Neighbourhood Renewal Strategy 2002  
 Lambeth's Community Strategy 2004  
 Lambeth's Draft Housing Strategy Statement 2003  
 South West London Sub Regional Housing Strategy 2004-12-07  
 Lambeth's Community Safety Strategy 2002  
 The Schools Organisation Plan

## Appendices

Appendix 1 Site of Kerrin Point and Adjoining Land: Planning Brief  
 Appendix 2 Table of Responses

# Site of Kerrin Point and Adjoining Land: Planning Brief

## 1. Context

- 1.1 In June 1997 a gas explosion at Kerrin Point, a residential tower block on the Ethelred Estate resulted in the need for all the residents of the 88 flats to be rehoused. The block was subsequently demolished, the site declared surplus to requirements and it has been included in the Council's Disposal Programme dated 10 May 2004. The Council wish the site to be used for new affordable and private housing as part of the requirement to fully utilise space on housing estates and reinvest in the Decent Homes programmene. On the 10 January 2005 the Executive approved a draft Planning Brief for formal public consultation and to report back the results of the consultation and approval of the final brief.

## 2. Proposals and reasons

- 2.1 Following the Council's decision to dispose of the site, it was decided that the preparation of a planning brief would be the beneficial for the sale of the site and to guide development. Consultant's Hepher Dixon were appointed in August 2004 to carry out the preparation of the draft planning brief. A working group was set up of officers from Housing and Planning to guide the process. It was decided that key to the preparation of the brief would be the involvement of residents on the Ethelred Estate and that a wider site boundary would be investigated if it was considered beneficial to the development of the site and the Ethelred Estate. The draft brief was drawn up to provide flexibility within a set of objectives as the site provides a potential for a number of design options. A Reference Group (comprising a number of residents of the Ethelred Estate and Councillor Anglin) was established in September 2004 and has made important contributions to the drafting of the brief and their views on the type of development, site boundaries and the opportunities to improve areas of the Estate were incorporated into the Consultation Draft Brief. The draft planning brief was reported to Executive together with the consultation proposals for the next stage in January and approval was given for a public consultation exercise to be carried out.
- 2.2 Following Executive approval the Council appointed Hepher Dixon to undertake the consultation exercise and to consider any appropriate changes to the draft Planning Brief in the light of the results of public consultation. The details of the consultation are set out in Section 5.
- 2.3 The Planning Brief will provide non-statutory planning guidance once approved and will be a material consideration in determining any future planning application. It will assist with the disposal and ensure that the Council's aspiration for the site and the wider area are achieved.

## 3. Comments from Executive Director of Finance

- 3.1 The sale of the site will enable the Council to reinvest in decent homes for the Ethelred Estate.

#### **4. Comments from Director of Legal and Democratic Services**

- 4.1 The Planning Brief when approved by full Council will be a material consideration in deciding planning applications for the site as it amplifies the policies in both the Adopted UDP and Revised Deposit Draft UDP. The Planning Brief would be part of the marketing documents for the disposal of the site.

#### **5. Results of consultation**

##### Consultation Measures

- 5.1 Following the January Executive a programme of public consultation was carried out as indicated in the report to the Executive. The consultation period lasted six weeks ending on 15 April 2005. Leaflets were produced to publicise the consultation and include details of proposed meetings. All residents on the Ethelred Estate and the adjoining streets were leafleted, the Draft Planning Brief was available in the Durning Library, Ethelred Tenant Management Office (TMO), Town Planning Advice Centre and, Lambeth North Town Centre Office. The draft planning brief was also publicised on the Planning pages of the Council's web site and comments invited. Additionally the Ethelred Nursery and SureStart were given copies of the draft brief and copies could also be obtained from the consultants. A press release was issued.
- 5.2 Two public meetings were held. An open meeting was held on Monday 7 March at Ethelred Youth Club and a drop in session at the Youth Club on Saturday 12 March. This gave residents an opportunity to discuss the draft planning brief in a less formal way during the daytime. Opportunities to make comment were given either by email, letter, or form.
- 5.3 Council officers including: the North Lambeth Town Centre Manager; Manger of the Ethelred TMO; Tenants Participation officer, and officers from Education, Joint Service Centre provision have been involved in the consultation process. Ward Members and various local groups were written to for their views: the Manor of Kennington Residents Association; Ethelred Estate Youth Club; Ethelred Nursery School; Lollard Street Adventure Playground; Kennington Cross Neighbourhood Association; Fitzalan Street Residents Association; Vauxhall Society, Riverside Community Development Trust; Lady Margaret Hall Settlement; Sure Start; Kennington Oval and Vauxhall Forum; Friends of Kennington Cross; Vauxhall Neighbourhood Housing Forum. Discussions have been held with the Fire Brigade, GLA, and the developers of the former Gala Bingo Hall - David Wilson Homes.

##### **Summary of Responses**

- 5.4 Nineteen residents attended the evening meeting together with Kate Hoey, MP, Councillor Anglin, representatives of the consultants Hephher Dixon, officers from housing and planning. The comments/concerns/questions raised at the meeting related to: land should be retained as open space; overcrowding is an issue; impact on services; opposed to the reduction of open space; London Plan density figures guidelines only; chance of the development happening was questioned; replacement of 88 flats welcomed but room sizes should reflect

Parker Morris Standards; shortage of 4/5 bedroomed and single person accommodation; oversupply of shared ownership; how can you build on the pub car park, value of flats on the Gala Bingo will be devalued; will the Council seek a maximum return; concern on the impact of construction; objection to a tower block on the site; support for the use and reuse of the underground garages; 6/7 storey development fronting Kennington Road not supported should be the same height as the new building at Gala Bingo (5 storeys); where will the basketball court be located?; new buildings would be too close to Ward Point; facilities (games court) need to be properly managed; how will the development benefit the rest of the estate; in view of the development on the Clapham Park Estate why build more homes on this site?; should look at the density of the estate; should consider local opinion.

- 5.5 At the drop in session 6 local residents attended including 2 ex residents of Kerrin Point one having moved away. The issues discussed included: the quality/size of the Kerrin Point flats; concerns about density and the number of new homes; pressure on existing services; quality of life; provision of play area should be considered; replacing lost Council homes is a good idea; losing any green space is not beneficial to the existing community; suggested that the TMO offices are relocated to ground floor of the new building.
- 5.6 A meeting with the Reference Group was held on 14 April and discussed the outcome of the public sessions and the group made the additional comments: the TMO Board would be open to consider relocating to a permanent building on the site; would support sustainability issues.
- 5.7 Nine written responses were received from the consultation of these 7 were from individual residents.
- 5.8 Kennington Oval and Vauxhall Forum have made the following comments: support the replacement of at least 88 replacement homes; oppose excessively high buildings; nothing higher than the new block on the Gala Bingo site; prefer houses rather than flats; there is a need for larger homes 3/4/5/ bedrooms; where flats are built for social/affordable housing allowance should be a similar size to those lost; general support for the Overall Objectives to want to see substantial space for "community" use included – need for flexible meeting/events/workshop space, references to ground floor non-residential use are vague should be for such community use; adequate provision should be made for services i.e. health and education; a straight path should be included diagonally across the site linking the Doorstep Green and Lambeth Walk with the Black Prince Pub and 360 bus stop; Texaco garage should be included as part of the site and buildings set back to with a greened/landscaped frontage.
- 5.9 The London Fire and Emergency Planning Authority have referred to their previous emails (not received) in view of this they have indicated that it will be sufficient for them to comment at the planning application stage when there are proposals for the site.
- 5.10 The comments made by individuals related to the following: have better television reception, daylight and less noise now Kerrin Point is gone; residents of Tolpaide House should be given the opportunity to move; why can buildings not be located on land between Lollard Street and Fitzalan Street? should be open land for

children to play on; would accept any architectural style 1860-1890; pointless to build any new shops; objects to 6/7 storey fronting Kennington Road; demolition of Kerrin Point has opened up the space giving visual connection to Kennington Road; queried if there is an overall strategy for estate; a broader view should be taken to reinstate 4 storey frontage on Kennington Road up to Fitzalan Street and to remove the hoardings; supports plans; plenty of open spaces in the vicinity, most unused; site currently ugly wasteland; planning guidelines seem sensible; mix of social and private housing desirable; landscaping should be incorporated with a pedestrian route to Lollard Street and the Doorstop Green; site boundary should be extended to include the 3 towers; site should be retained and improved for public open space.

### **Responses to Comments**

- 5.11 There are a number of major points which need to be addressed are discussed below and have resulted in some changes to the Brief being proposed.

### **Density**

- 5.12 A number of consultees raised concerns on the proposed density of the new development and the cumulative impact of proposed housing on the site of Kerrin Point and on other nearby sites. Additional work has been undertaken to consider these issues.
- 5.13 Residents were concerned that the density of the Ethelred Estate was already high enough and that any additional development would lead to an over density of the site. An assessment of the density of the estate was made both now and as originally built, together with existing streets and housing areas in the surrounding area. It was found that the estate as originally built was close to the lower level proposed in the brief. Older properties assessed had a higher density than the Estate. Given the location of the site and the Public Transport Accessibility Level (PTAL) of 4 it is however considered appropriate that the range proposed in the Consultation Draft of 450 Habitable Rooms /Hectare or 165-275 Units/Hectare remains. The Brief does encourage a design led approach that will require a high quality development that incorporates improvements to the surrounding area and does not effect the amenities of the existing residents. Therefore the density proposed in the brief is considered reasonable and no change is proposed.

### **Cumulative impact**

- 5.14 Linked with concerns about density are concerns about the ability of services to cope with the cumulative impact of new housing in the area. It was agreed that the capacity of local schools, primary and secondary and local health services would be looked at.
- 5.15 Assumptions were made on the potential capacity of the 4 sites adjacent or on the estate: Gala Bingo; Kerrin Point; Sugden Boiler House Site; former Lilian Baylis (this however would be subject to a change of use out of education). An assessment based on the Schools Organisation Plan (estimates for school places) of the impact of the development of these four sites indicated that there would be an increase the need for additional primary and secondary school

places. It was found that the increased need for GP services could be accommodated within the existing GP provision in the area. The need for additional educational provision is addressed in the brief by indicating a requirement for contribution to educational provision secured by means of a Section 106 Agreement.

- 5.16 Several other key issues have been raised and these are considered below.

### **Childrens Centre**

- 5.17 In the consultation brief it was decided not to promote such a use, but to allow for it amongst other uses which include “suitable community infrastructure and facilities”. Since preparing the Consultation Draft Brief, Lambeth’s Head of Early Years has raised the prospect of the site accommodating a Children’s Centre – requiring an accessible building of approx 870m<sup>2</sup> (internal area) including a community/crèche space and an external area of approx. 890m<sup>2</sup>. An assessment shows that the centre could be accommodated but that the footprint would cover virtually all of the central part of the site. Therefore, it is proposed to amend the Other Uses section of the brief as follows: possible uses include: “Suitable community facilities and services, including health, education, meeting spaces and offices, with dual use of facilities wherever possible (e.g. meeting spaces provided for a specific community service should be designed and managed in ways so that they can be used for public meetings or events).”

### **Ethelred Estate Tenants Management Office (TMO)**

- 5.16 It was initially suggested that a new TMO Office could be located along the Kennington Road frontage, at ground floor level, with housing above. However, this was not supported by the Reference Group. However, at the Reference Group meeting on the 14<sup>th</sup> April, the Chair of the TMO confirmed that the TMO Board supported the idea of locating a new permanent TMO office on the site. One individual has also written in support of the TMO office being moved to the site. Therefore, it is proposed to amend the Other Uses section of the brief to allow for this as indicated in paragraph 5.17.

### **Joint Service Centre**

- 5.17 Price Waterhouse Coopers are looking at potential sites for Lambeth Joint Service Centres in North Lambeth. Ideally they should be approx. 1,100sq m, all at ground floor, in a stand alone building with a main road frontage. Whilst such a use would appear acceptable in principle for the Kerrin Point site, according with the proposed overall objectives, it’s footprint would be too large to accommodate on the Kennington Road frontage at ground floor level only and it would represent an inefficient use of land if housing were not located above it. However we have since been advised that it doesn’t have to be all on ground level as operations not requiring public access can be upstairs. Therefore, it is proposed to amend the Other Uses section of the brief as follows: possible uses include: “Suitable community facilities and services, including health, education, meeting spaces and offices, with dual use of facilities wherever possible (e.g. meeting spaces provided for a specific community service should be designed and managed in ways so that they can be used for public meetings or events).”

## **Community Use**

- 5.18 The Kennington, Oval & Vauxhall Forum want to see a substantial space for “community” uses included in the form of a well designed, flexible meeting/events/workshops space with good acoustics. There are at least 22 halls and other meeting spaces of various sizes in North Lambeth in close vicinity to the site that can be hired for meetings and other events. However, amendments proposed to the Other Uses section of the brief allows for the provision of a meeting space and encourages the dual use of facilities wherever possible (e.g. meeting spaces provided for a specific community service should be designed and managed in ways so that they can be used for public meetings or events).
- 5.19 In response to potential interest in public agency uses as discussed above, it is proposed to amend the Other Uses section of the brief as follows: possible uses include: “Suitable community facilities and services, including health, education, meeting spaces and offices, with dual use of facilities wherever possible (e.g. meeting spaces provided for a specific community service should be designed and managed in ways so that they can be used for public meetings or events).”

## **Building Heights**

- 5.20 During the course of the preparation of the draft brief as a result of with the Reference Group, taller buildings were proposed, in an effort to maximise land available for permanent publicly accessible open space. A number of consultees have raised concerns about building heights. On re examination it is considered that the heights proposed in the Consultation Draft Brief should be amended to: Kennington Road frontage 4-5 storeys (rather than 6-7 storeys) Central Area 6-7 storeys (rather than 8-8 storeys), Black Prince Road frontage should be limited to 3 storeys.
- 5.21 It is not recommended to amend the acceptances in principle, of a replacement tall building other than to define “tall building” in terms of over 30 metres rather than over 11 storeys height.

## **Access onto Kennington Road**

- 5.22 Investigations have clarified that the gated vehicular access to the site is not in fact a ‘fire access’ as was originally thought, but was created and used to remove rubble during the demolition of Kerrin Point. The gate is permanently locked. It is not recommended that that a permanent vehicular access is located here although there is the opportunity to greatly improve pedestrian access and to create a pedestrian ‘entrance’ to the Estate. However, given this new information, a number of changes to the Transport section of the Brief are recommended. The London Fire & Emergency Planning Authority have made clear that they will be able to comment at the detailed stage and officers recommend that they are consulted on any subsequent planning application.

## **Public Open Space**

- 5.23 A number of residents were concerned about building on the open space and its replacement. The brief requires the provision of some permanent publicly

accessible open space in any development proposed for the site as well as improvements to the public realm around the site. Additionally Lambeth Walk Public Open Space is to be enlarged and space itself is currently undergoing works to improve the park under the Doorstep Green project.

### **Amendments to the Planning Brief**

- 5.24 Appendix 2 contains the written comments and those made at the public meetings. Responses are made to each point and includes any resulting amendments made to brief. In the main they do not result in significant changes to the Planning Brief. Various additional points that have been made, some are discussed in detail above and include proposed as changes to the Brief. It has been decided to delete the bulk of the detailed references to the London Plan policies as they are only intended for developments of a strategic importance. For ease of reference the amendments are shown as tracked changes in Appendix 1.
- 5.25 The Head of Transport would like the removal of the access to Kennington Road (referred to in para. 5.22 ) to prevent vehicular access to the site and would only accept emergency service access if required with a gate. It has been requested that the following is added to the Transport section of the Brief “The existing gated vehicular access onto Kennington Road should be removed”.

## **6. Organisational implications**

### **6.1 Risk management:**

The Council will find it difficult to achieve best return for the site without planning guidelines, therefore it is necessary for the Planning Brief to be approved for this to be realised. However the requirements for community uses and open space will reduce the value of the site.

### **6.2 Equalities impact assessment:**

The drafting of this brief has involved consultation with local residents of the Ethelred Estate and the wider area. To ensure that all residents were aware of the consultation the area was leafleted, an open meeting and drop in session was offered to discuss the contents of the brief. The details of the consultation are set out in Section 5.

### **6.3 Community safety implications:**

The Brief addresses the needs to design out crime in any future development and to improve the public realm in respect of preventing and reducing crime within the site and in the areas adjacent.

### **6.4 Environmental implications:**

The Brief includes sections on the need to comply with the Councils policies on sustainable development, open space and biodiversity. The need for an Environmental Impact Assessment depends on the nature of any development proposed in the future.

### **6.5 Staffing and accommodation implications:**

None

6.6 **Any other implications:**

There is no impact on front line services. The report is site specific.

**7. Timetable for implementation**

7.1 It has been advised by Legal & Democratic Services that this Brief needs to be agreed by Council and therefore following consideration by Executive it will be considered by the Council meeting on 6<sup>th</sup> July 2005.

7.2 Once the Planning Brief is approved the site can be marketed.

---