

Cabinet

17 July 2006

Myatts Field North Report: Development Planning Guidelines**Item 12**

Vassall Ward/North Lambeth Area

Cabinet Portfolio:Regeneration and Enterprise:
Councillor Paul McGlone**Report authorised by:**Executive Director of Corporate Services:
Eric Bohl**Executive summary**

The purpose of the Development Planning Guidelines (DPG) is to apply the Council's relevant planning policies to provide guidance for the preparation and consideration of planning applications. The DPG will be an essential tool to guide the regeneration proposals of Myatts Field North Estate.

This report sets out the process and describes the result of the public consultation carried out on the draft Development Planning Guidelines (DPG) for Myatts Field North approved by the Executive in February 2006. The method of consultation, results and actions taken and the proposed amendments to the Consultation Draft of the DPG are set out in the report.

The report seeks approval of the amended Myatts Field DPG. The revised DPG is attached as Appendix 2.

Summary of financial implications

None directly, the cost of producing Development Planning Guidelines is contained within the Myatts Field PFI project.

Recommendations

- (1) That the amendments to the Consultation draft of the Development Planning Guidelines for Myatts Field North set out in Appendix 1 is agreed and that the amended DPG Appendix 2 is approved.
- (2) That the amended Myatts Field North Final Draft Development Planning Guidelines June 2006 are submitted to the 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				
Eric Bohl	Executive Director of Corporate Services	16.6.2006	22.6.06	Move section 5 into section 2
Mary Lynch	Assistant Director Housing	16.6.2006		
Tazeem Abbas	Housing PFI Team	16.6.2006	16.6.06	1.2
Peter Flockhart	Directorate of Legal and Democratic Services	16.6.2006	26.6.06	
Jon Lissimore	Housing Environmental Development	16.6.2006	16.6.06	2.41
Tony Otokito	Directorate of Finance	16.6.2006	26.6.06	Cleared
Kevin Donnelly	CYPS	21.6.2006		
David Morris	CYPS - BSF	21.6.2006	26.6.06	5.2
Robert Overall	Director of Environment	21.6.2006		
Rob Heslop	Head of Transport Planning	21.6.2006	26.6.06	No comment to add
Sean Kiddell	Parks and Green Space Manager	21.6.2006		
Frances Forrest	North Lambeth Town Centre Manager	21.6.2006		
Peter McDonnell	Strategic Commissioning Manager Adult & Community Services	21.6.2006	22.6.06	No comment to add
Gerald Gohler	Equality & Diversity	21.6.2006		
Cllr McGlone	Cabinet Member for Regeneration & Enterprise	16.6.2006	21.6.06	1.2, 2.19, 2.27-28, 2.30, former para. 4.2 deleted
Cllr Kazantzis	Cabinet Member for Housing	21.6.2006		
Cllr McHugh	Deputy Member for Housing/Decent Homes Standard	21.6.2006		
Cllr Atkison	Vassall Ward Councillor	21.6.2006		
Cllr McKenna	Vassall Ward Councillor	21.6.2006		
Cllr Abrams	Vassall Ward Councillor	21.6.2006		
Entered in Consultation and Events Diary?				
No				

Report history

Decision type: Non-key decision		Urgency item? No	
Authorised by Cabinet member:	Date report drafted:	Report deadline:	Date report sent:
25.06.06	16.06.06	26.06.06	26.06.06
Report no.:	Report author and contact for queries:		
57/06-07	Marian Girdler, Senior Planning Officer 020 7926 1195 mgirdler@lambeth.gov.uk		

Background documents

Adopted Unitary Development Plan August 1998

Revised Deposit Lambeth Unitary Development Plan June 2004

UDP Inspectors Report 17/02/06

London Plan February 2004

Lambeth's Community Strategy 2004

Previous MFN PFI Reports to Executive/Cabinet

Consultant's Report on Public Consultation on Draft Development Planning Guidelines -
5 June 2006 (see below)

Sustainability Appraisal - June 2006 (see below)

(available on <http://www.lambeth.gov.uk/Services/HousingPlanning/Planning/PlanningNews.htm>

and from Democratic Services Tim Stephens 020 7926 2754)

Appendices

Appendix 1 Proposed Changes to Consultation Draft Myatts Field North Development
Planning Guidelines

Appendix 2 Myatts Field North Final Draft Development Planning Guidelines June 2006
(as amended)

Myatts Field North Report: Development Planning Guidelines Report

1. Context

- 1.1 The Myatts Field North Housing Estate is located to the north of Brixton Town Centre to the east of Brixton Road the A23. The Council has been pursuing options to regenerate this estate and has successfully sought a Private Finance Initiative (PFI) project in order to generate additional funds to improve the estate. Throughout this process Consultants Levitt Bernstein worked with the Council's PFI Team, local residents, community groups and Stakeholders to produce an Urban Development Framework, an evolving study used in the preparation of the Outline Business Case for the project. A programme of works to provide new housing will be funded through PFI credits and the sale of new residential units.
- 1.2 In July 2005 a "Test of Opinion" was carried out asking residents if they wanted the PFI to go ahead. A positive result was received and subsequently the Outline Business Case for the project was submitted to the Project Review Board of the former Office of the Deputy Prime Minister (now Department for Communities and Local Government) for PFI Credit approval. It is currently proposed to invite PFI Contractors to tender
- 1.3 The Council commissioned Tibbalds Planning and Urban Design to prepare Development Planning Guidelines.
- 1.4 Public consultation has been carried out and the purpose of this report is to describe the results of this and for the final form of the DPG to be agreed.

2. Proposals and reasons

- 2.1 The consultant's brief was to prepare Development Planning Guidelines (DPG) based on the policies in the Council's Adopted (1998) UDP and the Revised Deposit UDP (2004), relevant Government and other policies and Council Strategies. As part of this, the work carried out on options in the preparation of the Myatts Field North Housing Private Initiative was reviewed and assessed. The Guidelines are required to be in a form that can in due course be adopted as a Supplementary Planning Document of the Council's emerging Local Development Framework.
- 2.2 The Development Planning Guidelines will be an essential tool to guide the implementation of the Myatts Field North PFI over time by providing guidance for the preparation of an outline planning application and against which the application and any subsequent proposals will be considered.
- 2.3 Following approval by the Executive, consultants Johnson Pancucci in association with Tibbalds, carried out a programme of consultation. The summary of the details and results are set out below.

Consultation Measures

- 2.4 The consultation was carried out in 2 stages.

- 2.5 As part of the preparation of the draft DPG a stakeholder workshop was held to explain the purpose of the DPG and to establish key issues and priorities for a range of stakeholders. It was also important to inform people why the consultation on the DPG was being carried out as considerable consultation had already taken place on this project. The workshop covered the issues of buildings and density; movement and parking; open space and community.
- 2.6 Following the approval by Executive in February 2006, consultation was carried out by consultants. The aims of the consultation process were to engage, inform and respond to the local community and stakeholders. The consultation also aimed to maximise responses from local residents and hard to reach sections of the community.
- 2.7 The consultation involved a variety of measures.
- 2.8 A newsletter summarising the draft guidelines and a questionnaire was produced and sent to all residents on the estate and adjoining areas ward members, Council Departments, Lambeth PCT, and wide range of local groups and organisations including schools and community centres.
- 2.9 A total of 2,355 newsletters and questionnaires were distributed. The newsletter included invitations to an exhibition and workshops for people to come and find out more about the draft guidelines and give their comments. The newsletter included details of where the draft guidelines could be viewed locally, how to access them on the Council's website and whom to contact for more information. Newsletters were made available at Minet Library and Myatts Field TMO. Newsletters were personally addressed to residents of Myatts Field North. A reminder letter and further reply paid envelopes were sent out to non-respondents two weeks later. Newsletters and survey forms were hand delivered to the remainder of the survey area.
- 2.10 In order to maximise responses, three local residents were briefed and employed as canvassers to follow up the surveys and encourage people to respond. The canvassers were instructed to let people fill in the forms themselves, but could provide assistance where requested. One canvasser was Spanish-speaking to reflect one of the major groups on the estate. Translated materials were also available on request.
- 2.11 The formal consultation period initially ran from 13 March to 7 April 2006. There was free entry into a prize draw for £50 shopping voucher to encourage people to send in their questionnaire. The period was however extended to give residents in the Patmos Road area additional time, as some residents had not received the newsletter or survey. 200 additional forms were distributed to these residents and the closing date was extended to 2 May 2006.
- 2.12 The DPG consultation was also publicised by a press release and on the Council's web site.
- 2.13 243 questionnaires were completed and returned out of 2,355 distributed. This is a response rate of just over 10%.

- 2.14 A one-day exhibition was held at the Bramah Green Community Centre on a Saturday, the consultants and officers from the Council were available to answer questions. 28 people visited the exhibition.
- 2.15 Two workshops were held at the Bramah Green Community Centre on a weekday. One in the morning and, one in the afternoon. These were attended by 14 and 11 people respectively.
- 2.16 An additional meeting was organised by PCCA Patmos Area Community Conservation Association on 8 April 2006 attended by an officer from Planning Services. Six people attended.
- 2.17 The former Executive Member for Community Safety, Regeneration and Transport, requested that the consultation period be extended until after the local elections in May 2006. The newly elected and re-elected Councillors were given a further opportunity to comment. No comments were received.

Results of Questionnaire Responses & Workshops

- 2.18 The questionnaire included with the newsletter focused on key aspects of the DPG, and gave the opportunity for people to choose a range of responses from strongly agree to strongly disagree.
- 2.19 Of the 243 responses 79% (184) were from Myatts Field North, (of which 65% (152) were tenants and 14% (32) leaseholders), 18% (43) of the responses were from neighbouring residents. Written responses were received from Myatts Field North PFI Board, a Ward Councillor, Brixton Children's centre, Patmos Area Community Association and Former Neighbourhood co-ordinator for Vassall Ward.
- 2.20 Access and movement - Respondents predominantly agreed with these guidelines as drafted. 88 % agreeing or tending to agree on the creation of a new network of streets, with 96% agreeing or tending to agree that all routes should be well lit and overlooked streets. However, discussion at the workshops and exhibition indicated that there are security and personal safety concerns about the proposed main pedestrian route across the park and roads around the periphery of the site, including the need to improve road junctions, existing roads being too narrow; support for Homezones; retaining Patmos Road for one way traffic; pedestrian connections to Myatts Field and other open space – particularly from Patmos Rd; a north south route should be considered; the issue of Health Centre Parking; and the potential need for improved bus services.
- 2.21 Land use – There was support for no net loss of open space, 87% either agreeing or tending to agree, but less so for re-instatement of Melbourne Square with 59% either agreeing or tending to agree. Many residents spoken to did not recall it being a London Square. There was support for improved community facilities; retail use focus along Cromwell Road; safeguarding adequate school and pre-school places; greater diversity of tenure and homes with appropriate amenity space. These all received support in the high 80% to 90%.
- 2.22 Open space – A majority of the respondents agreed with the Guidelines to provide a new high quality park to replace Mostyn Gardens, with 86% either

agreeing or tending to agree. A variety of enhanced public open spaces and improved play and recreational facilities were also supported at 84% either agreeing or tending to agree.

- 2.23 Scale and density - 60% of respondents either agree or tend to agree with the height guideline that development should generally be 3-5 storeys, with 30% tending to disagree or tend to disagree with this. A number of further comments from the workshops included: park could be smaller to accommodate more low rise; a 4 storey block maximum throughout the scheme preference, particular in relation to Patmos road; taller buildings could be better located; and taller buildings should not contain family homes.
- 2.24 Design - The majority of respondents believed that future development should have a strong distinctive character and relate well to the rest of the neighbourhood with 86% agreeing or tending to agree. Further comments made at the workshops included that there should be no difference between homes for sale and homes for rent, high standards of design is essential, and designing to reduce crime.
- 2.25 Sustainability – The majority of respondents supported the location of facilities in a convenient location, 96% either agreeing or tending to agree. 93% either agreeing or tending to agree that new development should comply with sustainable construction and energy reduction.
- 2.26 A number of written comments were included on the questionnaires and these are included in full in the Consultants Report. Those comments recurring on the most regular basis being reduce traffic/keep one way systems, retain open space and community facilities, park should be relocated and spread throughout development, low rise (four storey maximum) preferred use of high quality and environmentally friendly materials.

Stakeholder Comments

- 2.27 The Myatts Field North PFI Board reported concern that the DPG did not match their commitment to a maximum of 4 storeys across throughout the development. This has been addressed in paragraph 2.36 under building heights.
- 2.28 The Patmos Area Community Association sent in a petition with 40 signatures demanding full consultation on boundary or traffic flow issues, opposing development of high rise dwellings on Patmos Road and Tindall Street and demanding the demolition of Silverburn House. They also wrote in with comments including those set out in the petition and issues relating to permeability, open space, location of the health centre, use of underground parking on Tindall Street. Their letter is set out in full in the Consultants Report. Silverburn House and the underground parking in Tindall Street is not within the remit for the PFI project. No changes are proposed to the wording in respect of the health centre, the other issues have been addressed in paragraph 2.32 - Access and Movement, paragraph 2.33 - Land Use, paragraph 2.36 - Buildings Heights.

- 2.29 Brixton Children's Centre sent in a submission explaining that the centre is planned to open in September 2006 and describing the services that it will provide for families and young people.
- 2.30 The neighbourhood co-ordinator commented that; the DPG should ensure that there is high quality sports and play provision for children and young people, taking into account any increases in population density; that the CCTV system should be retained; community facilities should accommodate activities for families and intergenerational groups; community facilities, including sports and play facilities, should be distributed across the re-development area; and as a minimum, all existing service provision and the buildings they are delivered from, should be retained or replaced. The issue regarding open space and play facilities has been addressed in paragraph 2.33 - Land Use. In addition the DPG will now require an Open Space and Public Realm Strategy to be developed in conjunction with local residents.

Conclusions & Amendments

- 2.31 There was strong support for the guidelines across a range of issues. The majority of those consulted agreed with the draft Development Planning Guidelines, however, a number of concerns were raised and where appropriate, amendments have been made. These are set out in full in Appendix 1 Proposed Changes to the Consultation Draft Myatts Field North DPG.

Access and movement guidelines/Streets and main routes

- 2.32 There is concern that the traffic and parking situation around Myatts Field North will worsen with the redevelopment and the planned increase in the number of homes. The Development Planning Guidelines should require developers to carefully consider and develop proposals that minimise the impact on the surrounding areas. A bullet point has been added to the overall development objectives (paragraph 4.2.1) to ensure that the impact of traffic on the surrounding area is minimised.

Land Use

- 2.33 While people agree that there should be no net loss of open space, there was support at the consultation events for a smaller park either to allow a predominantly low-rise development and/or to give more open spaces throughout the development. The guidelines have therefore been amended to be sufficiently flexible to allow this, but in line with the objectives of the UDP Policy on open space overall, and that sets out the maximum additional site capacity that the improved open spaces could serve.
- 2.34 There was also concern regarding the mix of tenure throughout the estate. A new bullet point on mix of tenure to ensure that tenures are mixed throughout the estate has been added (paragraph 4.3.6 of the DPG).

Scale and density guidelines

Building heights

- 2.35 Throughout the consultation, some people expressed concern at new buildings above four storeys. This partly arises from people not wanting to live in blocks higher than this as they fear lifts will fail, service charges will be high in blocks with lifts and security will be compromised.
- 2.36 For residents neighbouring the estate there were concerns expressed that taller blocks will overshadow them and act as a barrier between Myatts Field North and the rest of the neighbourhood. This was particularly a concern expressed by residents from the Patmos Road area, but also by a resident of Myatts Field South. To deal with this an amendment to make it clear that there is a desire to keep the majority of the development no taller than 4 storeys where possible and in particular along Patmos Road has been made. The amendments also took into account the comments by the PFI Board regarding the desire for all development to be no higher than 4 storeys, however in order that the project is able to deliver the necessary amount of development it may be appropriate to allow up to 6 storeys in key locations. In relation to heights, figure 4.8 the 3-6-storey “blob” off Patmos Road has been removed in the DPG.
- 2.37 This will provide an appropriate framework for the details of the scheme to be worked up in conjunction with the residents as the proposals are developed for the submission of a planning application.

Density

- 2.38 Generally those consulted accepted that some increase in density was necessary to enable a viable redevelopment scheme. However all were keen to keep any such increase to a minimum and insisted on high-quality design and robust building using high-quality materials to ensure the new development could be well maintained. Therefore there is an amendment to clarify the position in relation to density and that this need not mean high-rise development. (paragraph 4.5.3 of the DPG)

Design

- 2.39 Amendments have also been made to ensure that the importance of Design Quality is clearly reflected. (paragraph 4.1.3 of the DPG)

Disabled People

- 2.40 There are a number of households at Myatts Field North in which there are people with disabilities. From comments made both in response to the survey and at the events it is clear that very careful consideration needs to be given to the re-housing of these households where their homes are due for demolition. Where residents remain in their home and new buildings are constructed nearby, the arrangements for access must be of the same high quality to be achieved across the rest of the project.

Sustainability

- 2.41 The Housing Department, via the Environmental Development Team commissioned Faber Maunsell to undertake an in depth assessment of the most sustainable energy efficiency approach for future development proposals for the estate. The conclusion of

this work is that the MDO target in the UDP included in the DPG, of achieving zero energy development on at least part of the site is not the most effective approach to reducing energy consumption, and greater benefits would be achieved if higher energy efficiency standards are applied across the whole of the site. Therefore it is proposed to delete this reference in the DPG, and focus on achieving the highest energy efficiency standards across the development scheme

Consultation

- 2.42 Comments were received from many residents wanting to know more about what was proposed and how they can continue to give their views and keep up to date with the scheme as it develops. These have been passed on to the Housing Department. In addition it is proposed to publicise the results of public consultation and resulting changes to the DPG. Further there is also now a requirement in the DPG for pre –application consultation involvement to ensure sufficient consultation is carried out (paragraph 6.1.8 of the DPG).
- 2.43 Appendix B Policy Review of the DPG which, lists relevant UDP policies will need to be revised following the Council’s decisions on the UDP Inspector’s recommendations in respect of these policies.

Myatts Field North PFI Project Board

- 2.44 To conclude the consultation process on the DPG, a presentation was held on the 27 June to the Myatts Field PFI Project Board on the consultation process and proposed amendments to the DPG. The Project Board recorded their support for the process undertaken, and endorsed the amendments.

3. Comments from Executive Director of Finance

- 3.1 There are no additional costs attached to this DPG. The cost of producing the DPG is contained within the Myatts Field PFI project.

4. Comments from Director of Legal and Democratic Services

- 4.1 The DPG 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 the Revised Deposit UDP.

5. Results of consultation

Consultation on the Development Planning Guidelines

- 5.1 These are set out in Section 2 of this report.

Consultation on the Report

- 5.2 The Building Schools for the Future Team have made the following comments: the Head of Charles Edward Brooke (CEB) has not had an opportunity to comment; consideration should be given to developing games space that can be used by the school; queried whether consideration has been given to a safe

walking route to school; it should be considered that as part of the development of the school it will cater for community needs of the residents of Myatts Field. The DPG have taken into account the potential improvements to the CEB lower school and a section has been included setting out options that could be achieved together with the Myatts Field PFI proposals. The DPG includes the requirement for safe routes within the estate and includes the desire to link Akerman and Cormont Road.

Organisational implications

6.1 Risk management:

The DPG will help the Council as the Local Planning Authority to assess and determine the outline planning application for Myatts Field North and any associated applications within the DPG area against a clear context provided by the DPG in an effective and transparent manner.

6.2 Equalities impact assessment:

The methodology and results of the consultation on the DPG is set out above. A key aspect of the consultation was to ensure that that hard to reach residents were given the opportunity to be involved in the consultation and that a wide cross section of the local community were consulted.

6.3 Community safety implications:

The DPG addresses the needs to design out crime in any future development and to improve the public realm in respect of preventing and reducing crime to provide safe, legible, connected and secure streets.

6.4 Environmental implications:

The DPG includes sections on the need to comply with the Councils policies on sustainable development. A Sustainability Appraisal has been prepared on the DPG.

6.5 Staffing and accommodation implications:

None

6.6 Any other implications:

The approach of new build and renovation opens up the opportunity to reorganise the land uses of the area so that capital investment by other partners can be enhanced

7 Timetable for implementation

7.1 Following approval by the Cabinet the finalised version will be submitted to the Full Council in November 2006 for final approval.

