

Cabinet

10 June 2013

Brixton Supplementary Planning Document: Approval

Coldharbour, Ferndale, Tulse Hill, Brixton Hill and Herne Hill Wards

Cabinet Portfolio:

Cabinet Member for Housing and
Regeneration: Councillor Pete Robbins

Report authorised by:

Executive Director Housing, Regeneration
and Environment: Sue Foster

Executive summary

Brixton is a unique place with an exciting, vibrant and diverse town centre and a growing entertainment and visitor economy. It is established as one of London's highest profile cultural destinations, with particular significance to the African-Caribbean community. While its high-quality historic fabric remains largely intact, it continues to undergo constant change and renewal, and is attracting an increasing level of interest from developers. It is therefore vital that clear guidance on local planning is established, in order to ensure that the much-loved character and history of Brixton is not put at risk by inappropriate development that does not meet the needs and aspirations of our existing local communities.

This report seeks Cabinet approval for the formal adoption of the Brixton Supplementary Planning Document (SPD). The SPD will provide guidance on local planning matters. It will add detail to existing planning policy, as set out in Lambeth's Core Strategy and other planning documents and add weight to our vision for Brixton town centre.

Brixton benefits from an engaged and passionate local community committed to the centre's careful stewardship. The SPD will help deliver the Council's aspirations for growth, job creation and improvements to strategic transportation, for the benefit of local communities, residents and business. Benefits will include: new homes and jobs; new retail and commercial space; town centre car parking; improved and new social, community, cultural and leisure facilities; and improved and safe open space.

As a cooperative council giving local people more involvement in and control of the places where they live is fundamental. Consequently, the SPD has been developed with local residents and businesses and has its origins in the Brixton Masterplan (2009), itself the result of significant community involvement. Between February and August 2012 local people and other stakeholders attended meetings, workshops and market stalls to draft the principles that underpin the SPD. Throughout September 2012 we 'co-drafted' the SPD itself – a process that provided 'in-progress' versions online and at workshops for people to comment on directly.

The co-drafted SPD was approved for consultation by Cabinet on 14th January 2013, with a six-week consultation running from 4th February to 15th March 2013. The formal consultation phase commenced with a mailout to over 2,000 consultees (including local amenity groups and statutory bodies) and the distribution of a consultation booklet and questionnaire to all addresses within the Brixton wards. The questionnaire sought to determine respondents' attitudes to 15 statements that highlighted the main proposals within the co-drafted SPD and to provide opportunity for more general comment.

People were encouraged to talk to council officers face-to-face at five roadshow events, four drop-in sessions and at existing community meetings and almost 1,000 people are thought to have attended one of these events. Online engagement centred around a new website for the Future Brixton programme – www.futurebrixton.org – which contained all information on the co-drafted SPD and the consultation, the questionnaire and links to other local websites. Online discussion of the co-drafted SPD was also captured from local sites and Twitter. This report outlines the results of the consultation process, and reflects the amendments that have been made to the SPD as a result.

The SPD area covers the whole of Brixton town centre, as defined in Lambeth's Core Strategy and extends to include the Moorlands Estate and the Guinness Trust Estate.

The SPD sets out a series of inter-related town centre wide strategies for public realm; transport and movement; energy, water and waste; and economic development. It provides area-based strategies for four key areas of investment: Brixton Central, Brixton East, SW2 Enterprise and Brixton Road. It outlines how the development and regeneration of the area will be delivered, through a co-ordinated approach of using council owned assets, local community and stakeholder involvement and a range of resources and delivery mechanisms.

Summary of financial implications

There is clear potential for growth in Brixton in terms of vital job and business creation to improve its future resilience. Whilst there are no direct financial implications arising from the recommendations in this report, the SPD provides guidance to enable successful development in accordance with the Council's aspirations for the area. These include the facilitation of growth and regeneration through the use of Council owned assets as a catalyst for further private and public investment together with potential section 106 Planning Obligations, CIL or New Homes Bonus receipts

Recommendations

- (1) That the Brixton SPD and its supporting documents, set out in Appendix 1 and 2, are approved and adopted.

Consultation

Name of consultee	Department or Organisation	Date sent	Date response received	Comments appear in report para:
Internal				
Sue Foster	Executive Director Housing, Regeneration and Environment	10.05.13		
Jo Cleary	Executive Director Adults and Community Services	10.05.13	14.05.13	
Greg Carson	Principal Lawyer	10.05.13	16.05.13	4.1 to 4.4
Christian Fleming	Head of Major Projects, Capital and Tax	10.05.13	21.05.13	
Derek Roopnarine	Assistant Head of Finance	10.05.13		
Anne Rasmussen	Democratic Services Manager Committee Services	10.05.13		
Tim Stephens	Democratic Services Manager Committee Services	17.05.13	17.05.13	
Hamant Bharadia	Finance Business Partner	10.05.13	16.05.13	
David Joyce	Assistant Director Planning & Development	10.05.13		
Uzo Nwanze	Head of Asset Management	10.05.13		
Alison Young	Divisional Director Planning, Regeneration and Enterprise	03.05.13	30.05.13	
Rachel Sharpe	Divisional Director, Housing	10.05.13		
Carolyn Dwyer	Divisional Director, Public Realm	10.05.13		
Abu Barkatoolah	Head of Transportation	10.05.13		
Mike Pocock	Divisional Director Building Schools for the Future.	10.05.13		
Adrian Smith	Commissioning Director	10.05.13	15.05.13	
Councillor Pete Robbins	Cabinet Member Regeneration & Strategic Housing	10.05.13	30.05.13	

Report history

Decision type: Key decision (first entered on Forward Plan August 2012)	Key decision: reason 2. Expenditure, income or savings in excess of £500,000 AND 3. Meets community impact test
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Authorised by Cabinet member:	Date report drafted:	Date report sent:	Report deadline
Councillor Pete Robbins	03.05.13	31.05.13	17.05.13
Report no.:	Report author and contact for queries:		
64/13-14	Shola Davies, Project Manager, Neighbourhood Regeneration 020 7926 2586 sdavies@lambeth.gov.uk		

Background documents

Lambeth LDF Core Strategy, January 2011, which can be found at:

<http://www.lambeth.gov.uk/Services/HousingPlanning/Planning/PlanningPolicy/LDFCoreStrategy.htm>

London Plan 2008, which can be found at:

<http://www.lambeth.gov.uk/Services/HousingPlanning/Planning/PlanningPolicy/TheLondonPlan.htm>

National Planning Policy Framework (NPPF), Communities and Local Government, March 2011, which can be found at:

[http://www.rtpi.org.uk/knowledge/core-issues/national-planning-policy-framework-\(nppf\)/](http://www.rtpi.org.uk/knowledge/core-issues/national-planning-policy-framework-(nppf)/)

Future Brixton – A Strategy for Change: Cabinet Report March 2012, which can be found at:

<http://www.lambeth.gov.uk/moderngov/ieListDocuments.aspx?CId=225&MId=7644>

Future Brixton Masterplan Cabinet July 2009, which can be found at:

<http://www.lambeth.gov.uk/moderngov/mgChooseDocPack.aspx?ID=6699>

You can find information on the Future Brixton programme and the SPD at

www.lambeth.gov.uk/futurebrixton

The Future Brixton Masterplan 2009 sets out an ambitious vision and objectives for the area. It can be found at:

<http://www.lambeth.gov.uk/Services/Environment/Regeneration/FutureLambeth/BrixtonTownMasterplan.htm>

Employment Land Review 2013

Employment Land Review (2013) (format: Adobe Acrobat, size: 4Mb)

Lambeth Retail and Town Centre Needs Assessment study 2013

<http://www.lambeth.gov.uk/Services/HousingPlanning/Planning/PlanningPolicy/RetailForThePlanningPolicyEvidenceBase.htm>

Appendices

1. Brixton SPD
2. Consultation Statement

Brixton Supplementary Planning Document: Approval

1. Context

- 1.1 Brixton is a major town centre with a unique and distinctive character. It is part of the London Plan Priority Areas for Regeneration.
- 1.2 The Brixton Supplementary Planning Document (SPD) will provide guidance for the development and use of land – key in supporting growth and the delivery of new homes and jobs. It will add weight to our vision for Brixton town centre and clearly set out what local people and the council want to achieve, together, for land and sites in Brixton over the next 10-15 years.
- 1.3 To achieve the formal status of a planning document the Brixton SPD must reflect and conform to the revised strategic planning context set out by the National Planning Policy Framework, the London Plan and the adopted Lambeth Core Strategy (adopted 2011). The Brixton SPD will seek to address Brixton-specific aspects of a number of adopted borough-wide guidance documents including the Shopfronts and Signage SPD, the Safer Environments SPD and the Brixton Conservation Area Statement.
- 1.4 The Brixton SPD builds on Policy PN3, and, once adopted, will have full weight in deciding planning applications. While the Future Brixton Masterplan, approved by the Council in 2009 following extensive consultation and engagement, was never formally adopted, many of its aspirations and objectives have been carried forward into the Lambeth Core Strategy and specifically into Policy PN3.
- 1.5 Planning principles, agreed by Cabinet on 12 March 2012 (Report 310/11-12), provided the basis for pre-statutory consultation and co-production of the draft SPD through meetings with key stakeholders, workshops, on-street market-type stalls and the ability to comment on an on-line document in progress. The draft SPD was approved for public statutory consultation by Cabinet on 14 January 2013 (report 200/12-13). The statutory consultation period ran from 4 February to 15 March 2013. It involved a ten page summary booklet being distributed to just over 30,000 addresses in Coldharbour, Ferndale, Tulse Hill, Brixton Hill and Herne Hill wards. Other key stakeholders and statutory bodies were also invited to make written responses and comment.
- 1.6 The Consultation Statement describes how the council has worked with the local community, businesses and other stakeholders to develop and consult on a supplementary planning document (available to view online at www.futurebrixton.org).

2 Proposals and reasons

- 2.1 The Brixton SPD aims to support positive change in Brixton and complement a self-financing approach to capital funding a regeneration scheme, which will generate land value and enable much needed public realm improvements; employment & training initiatives, new and improved community and cultural facilities, new quality homes and jobs and new retail. The SPD is an important step towards achieving our aims.

- 2.2 Brixton town centre has seen significant investment over the last few years and recent developer interest. The area has growth potential, including in its day, evening and night-time economies. If supported, promoted and managed this has the ability to contribute to meeting the needs of existing and future generations. The Council would seek to work with partners and communities in areas outside of the SPD boundary to produce localised plans for delivering positive change..
- 2.3 The SPD describes how the delivery of the area will be facilitated through using Council owned assets as a catalyst for further private and public investment. Delivery will also be facilitated through the negotiation of section 106 Planning Obligations or CIL and the realisation of capital receipts. Partnership working, with a range of partners and stakeholders, will be crucial in unlocking sites in non-Council ownership and securing other sources of funding including making external bids.
- 2.4 Enabling development, and promoting and securing funding for a regeneration programme, has the potential to deliver much needed employment, housing and social and community facilities. The SPD will provide planning guidance to ensure development is shaped in ways which local people and the Council want. The format and content largely remain as in the draft. In response to comments received, various changes have been made:
- The economic strategy has been revised and strengthened to reflect the recent retail capacity study; study exploring the economic benefits of the evening economy; and the growth agenda. There is a greater emphasis on the measure to support job creation.
 - The Public Realm Strategy has been revised to underpin the importance of cycling promoting sustainable modes of travel and the development of a coherent and co-ordinated strategy as the starting point and a framework within which the individual projects are developed. The aim is to facilitate movement; improve the visitor experience and attract further investment.
 - Keeping Brixton safe remains a challenge the Council encourages early engagement with the local Crime Prevention Design Advisor and reference is now made to this fact and the guidance available on the www.securedbydesign.com website.
 - The key areas have been identified for investment will now make reference to the importance of enhancing green infrastructure particularly within and surrounding the Brixton East / Somerleyton Road / SW2 areas.
 - Throughout the SPD the ongoing partnership with Network Rail has been strengthened. Network Rail has major infrastructure and land holdings the Council will work in partnership with Network Rail to explore and implement any opportunities for arches to be used by market traders, along with the possibility of a major redevelopment of the station in the long term to improve accessibility.
- 2.5 There are **5 town centre wide strategies** as follows:

- Public realm and environmental strategy – This promotes a coherent and co-ordinated approach to improve the environmental quality of the town centre, which it is hoped will be implemented through a package of funding resources, including a major scheme application to TfL, section 106, and CiL.
- Transport and movement strategy – This is designed to encourage walking and cycling; facilitate interchange and provide for town centre short stay car parking. In response to comments regarding the long-held aspiration to improve access to the over ground station and explore the possibility of having a stop on the East London Line, this section has been amended;
- Energy, waste and water strategy – This is in line with Lambeth’s Sustainable Design and Construction SPD and in the spirit of the OPL principles;
- Economic strategy – This promotes building on the strengths of the day, evening and night time economies to maintain existing businesses and support new enterprise and job creation. It recognises the unique role of Brixton’s markets in supporting employment and enterprise opportunities and the need to secure their future. In response to comments regarding the importance of job creation, access to employment and the need to support a diverse and sustainable economy this strategy has been strengthened.
- Land use – Underutilised land in Brixton is a scarce resource. It is important to ensure the best use is made of development sites and other land as this becomes available. Specific areas are identified, together with proposals for their most appropriate land uses. This includes for much needed housing, employment and community and cultural uses. The night time economy is an important source of local employment and these uses are located across the town.

2.6 Brixton is an established cultural destination. A new major cultural facility with new job opportunities is being pursued on the Brixton East (Somerleyton Road) site. The Black Heritage Centre being constructed at Raleigh Hall is now making rapid progress. Four key areas have been identified for investment. These are Brixton Road, Brixton Central, Brixton East (Somerleyton Road) and the SW2 Enterprise Centre. Three of these areas comprise significant council landholdings and offer major development opportunities.

2.7 In response to comments received from many existing users of the Brixton Recreation Centre during the co-production phase, Cabinet has reaffirmed the council’s intention to retain and refurbish this important and popular leisure facility in the heart of Brixton. A number of issues will be explored over the coming year, including:

- How the existing site contributes towards the growth of culture, creative and leisure based enterprises;
- Increasing the visitor economy; and

- The physical regeneration opportunities at the vacant Popes Road site.
- 2.8 Land in other ownerships is also critical to the town centre's vitality and future sustainability. The SPD promotes better use of underutilised land and improved safety and connectivity through public realm measures, strategic engagement with the GLA and Network Rail, and further exploration of development potential on non Council owned sites.
- 2.9 Studies: A number of studies have informed the final SPD. They include a borough-wide:
- Employment Land Review 2013
 - Lambeth Retail and Town Centre Needs Assessment study 2013
 - Nightlife in Lambeth 2013
 - Brixton Tall Buildings Study 2012.

3. Finance Comments

- 3.1 Brixton is part of the London Plan Priority Areas for Regeneration. There is clear potential for growth in terms of vital job and business creation to improve its future resilience. The 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 outlines key planning principles for the whole area and area-specific guidance for key investment areas, as identified under Lambeth Core Strategy Policy PN3.
- 3.2 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.

4 Comments from Director of Governance and Democracy

- 4.1 The relevant statutory framework is set out in the Planning and Compulsory Purchase Act 2004, the Town and Country Planning (Local Development) (England) Regulations 2012, as amended, and in the National Policy Planning Framework.
- 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 The Brixton SPD will be a material consideration in determining planning applications, and can be used as an advisory and promotional tool for improving the area.

5 Results of consultation

5.1 A report outlining a summary of the consultation is attached at appendix 2 available to view online at: www.futurebrixton.org.

6 Organisational implications

6.1 Risk management:

This report requests agreement to adopt the SPD. The reason for this is that rigorous consultation has now been undertaken and this has enabled concerns to be identified and if appropriate, mitigated against.

6.2 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.

6.3 Equalities impact assessment:

An EIA has been carried out for the Brixton SPD. It was considered by the Corporate Equalities Panel at the end of November 2012 and since revised.

6.4 Community safety implications:

These will need to be assessed as the SPD is taken forward.

6.5 Environmental implications:

The Brixton SPD adds detail to policies laid out in the Lambeth Local Development Framework (LDF) Lambeth Core Strategy (2011) (the local Development Plan Document or DPD) or a saved policy in the Unitary Development Plan (UDP). While DPDs are subject to a Sustainability Appraisal, SPDs are not. S180 of the Planning Act 2008 amended the requirement to carry out sustainability appraisals under s19 (5) of PCPA 2004 by restricting the requirement to DPDs only.

6.5 Staffing and accommodation implications:

None.

6.6 Any other implications:

None.

7. Timetable for implementation

- Proposed adoption of SPD: 10 June 2013
 - End of call in period for June Cabinet decisions: 21 June 2013
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