

Introduction

Brixton is changing. This July saw the opening of the new Black Cultural Archives Heritage Centre at Raleigh Hall on Windrush Square. Brixton continues to be a magnet for the cultural and creative industries and is launching itself as a design district as part of London Design Week.

The town centre is a lively mix of independent shops and well known high street brands – with H&M, TK Maxx and Mac all recently finding a home here. The Brixton pound is celebrating its fifth birthday and more than 300 businesses now accept the local currency.

But the speed and nature of change concerns communities living and working here. The acclaimed success of the indoor markets brings a noticeable change in the types of new business opening up there. Private rents and house prices are rising rapidly as more people are drawn to this exciting town centre.

We know Brixton will always be more than its buildings, streets and shops. Brixton is really about its people and people are passionate about Brixton. Future Brixton is about residents, businesses and community groups building a future that everyone can enjoy.

We believe the Somerleyton Road project is a unique opportunity to do things differently and to bring forward a development whose primary aim is to support the communities that already live here. The project is an ambitious one and needs the support and drive of local people that goes beyond the Council, Ovalhouse and Brixton Green, if it is to be a genuine success.

Local people have said they want a road for all ages run by the people who use it. With opportunities for jobs, training and workspace. Where people pay a fair rent and can enjoy a social, creative and healthy life.

The plan is to bring Ovalhouse theatre to Brixton where they will engage, inspire and entertain all parts of the local community. The new homes will be owned and managed by a newly established Housing Cooperative which aims to make sure that as many as possible are genuinely affordable to local people. There will be space for businesses to thrive as well as community services that will support the local neighbourhood. Wherever possible we will provide training and employment opportunities, in particular for young people. And there will be a new Community Body established to provide a long term role for local people.

When the buildings are completed and the residents and businesses have moved in, the success of the project will be defined by how well it has integrated with the existing communities living and working along Coldharbour Lane, in Southwyck House, on the Moorlands Estate and on the Guinness Trust estate.

The purpose of this Project Brief is to explain to Igloo, our development partner, how we got to this point and to give them a clear brief to work to so that they are fully on board with the vision for Somerleyton Road.

Who are we?

Ovalhouse

Ovalhouse has been a centre for radical theatre and pioneering youth arts work for 50 years. They are a leading theatre supporting the development of new theatre artists, and work with a wide range of grassroots communities. Currently based at the Oval, the organisation is seeking a suitable fit-for-purpose building to fulfil its potential for meeting the demand for young people's projects, rehearsal space, community use, training and affordable units for small scale creative enterprises. Ovalhouse has been looking for a suitable site in Brixton for more than 8 years, and have identified Somerleyton Road as an ideal site for their lively programme of activities.

Brixton Green

Brixton Green is a registered mutual organisation set up to make it possible for all sections of the community to come together and make a positive and informed contribution to the redevelopment of Somerleyton Road. It was founded 4 years ago. There are now over 1,000 people (who live or work in Brixton) who are shareholders and supportive of the vision.

This community initiative focused on Somerleyton Road as this site has been a geographical and economic barrier for Brixton for many years. By encouraging residents, businesses, and public and private organisations to share their knowledge provides an opportunity to develop the site in a way that will build social capital and strengthen Brixton's economy.

Igloo Regeneration

Igloo is a specialist development and regeneration manager, facilitating the delivery of sustainable property projects for clients and communities with aspirations to create great places.

Igloo delivers complex mixed-use regeneration projects across the UK, guided by its market-leading sustainable investment policy, Footprint. Footprint sets out in detail Igloo's approach to high quality design, regeneration, sustainability, and health, happiness and wellbeing.

At Somerleyton Road, Igloo's role as development manager and delivery partner is to help manage the delivery of the project, from initial conception right through to completion and place-management and beyond. Igloo will advise on and lead the project's development delivery activities including the selection, appointment and management of the project team, the development and evolution of the project brief, community engagement, design management, development delivery vehicle creation, sustainability and energy strategy, planning processes, tender, contractor selection and construction.

Igloo will bring together a professional team, including projects managers, quantity surveyors, multiple architects (led by Metropolitan Workshop), urban designers, planners, and cultural curators, for Somerleyton Road. The team will work together - each playing a vital role in helping to deliver a successful and sustainable project for Lambeth Council, their partners and local people.

Lambeth Council

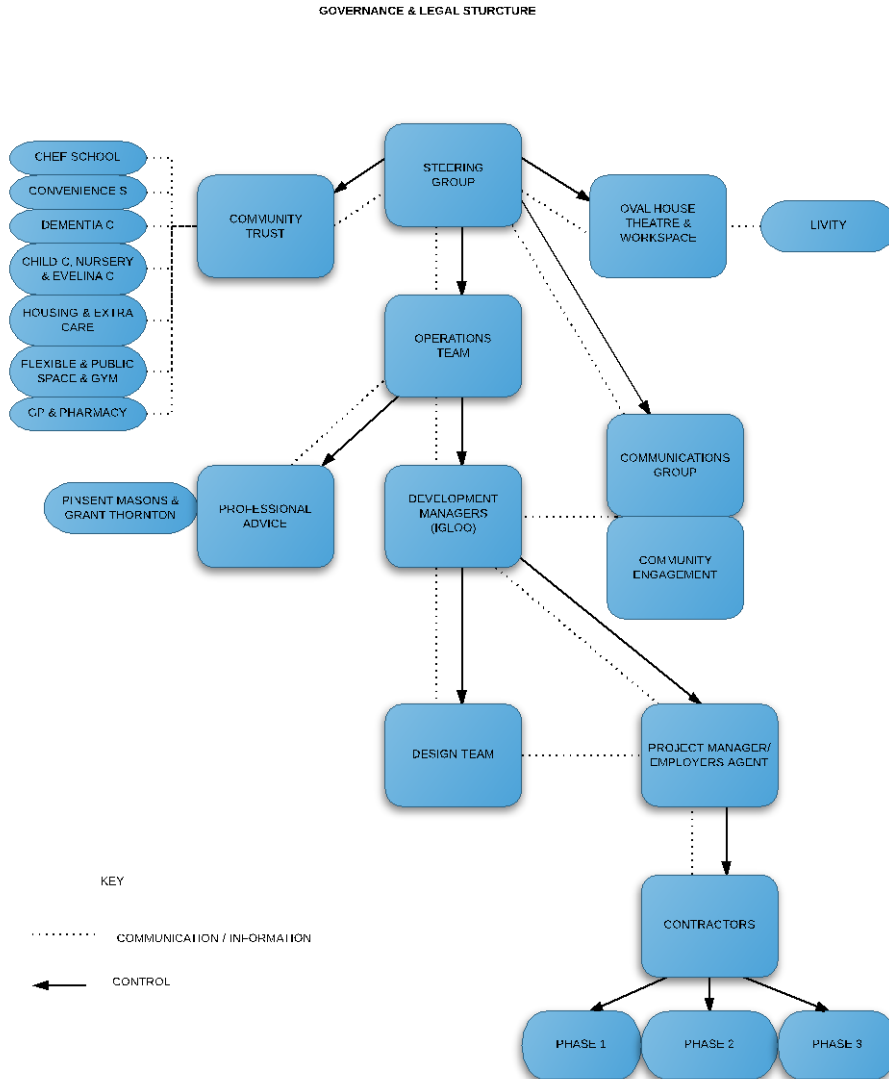
The council has a number of important roles to play. It owns the majority of the land and will be responsible for acquiring all the other land necessary to deliver the comprehensive redevelopment that the vision requires. It will borrow the money to deliver the project, which includes the costs to get planning permission, the costs to acquire land and most significantly the costs associated with building the new homes and commercial spaces. And the majority of the risk sits with the council.

The council also has a responsibility to all of its citizens; to provide affordable housing, to use our resources effectively and to achieve equality and fairness in everything we do.

Cllr Hopkins, Cabinet Member for Jobs and Growth, is the council's lead on the project and he is supported by a project team, which includes Neil Vokes, Dilan Alpasha and Bruce McRobie.

Project structure and decision making

The Somerleyton Road project is being delivered in a partnership which includes Lambeth Council, Brixton Green and Ovalhouse. There is a project steering group which is chaired by Cllr Jack Hopkins, Cabinet Member for Jobs and Growth, and an operations team led by Neil Vokes (Lambeth Council).



NB:

I) COMMUNITY ENGAGEMENT ACTIVITY TO INVOLVE THE STEERING GROUP MEMBERS AND BE COORDINATED BY THE OPERATIONS TEAM

II) STEERING GROUP ACTING AS INTERIM BOARD FOR COMMUNITY TRUST

The **steering group** is responsible for:

- a. Advising the council on the procurement of the development manager and the design team for site.
- b. Supporting the council to ensure that development decisions are taken in an open and transparent way.
- c. Undertaking analysis of the funding and ownership structures for the delivery and long-term management and ownership of the development.
- d. Ensuring the correct complement of skills and expertise is available within the Steering Group to exercise their responsibilities according to the needs of the project at any one time.
- e. Managing a fair open and transparent recruitment process to appoint new full time members to the group (see 5.f below).
- f. Overseeing the fundraising and sponsorship strategy for external funding (i.e. non council funding and sponsorship). This includes ensuring funding is identified and prioritised according to the project's needs and that fundraising methods, costs involved, any financial risk and how the money is raised and spent is reviewed regularly.
- g. Ensuring the project is delivered in line with the co-operative values of the council, specifically
 - The involvement of local citizens in decision making by ensuring collaborative engagement and co-production opportunities are provided and are accessible to all those who wish to participate in shaping the future of this project
 - A presumption in favour of transparency and openness
 - Clarity of aims and desired outcomes

Decision making and accountability

The council's constitution was revised in 2012 to strengthen the citizens' place at the centre of our work. It is the key document that governs the council's decision making arrangements, ensuring they are open and transparent and legally compliant. All cabinet members now have delegated responsibility for taking decisions in relation to their portfolio with the existing budget.

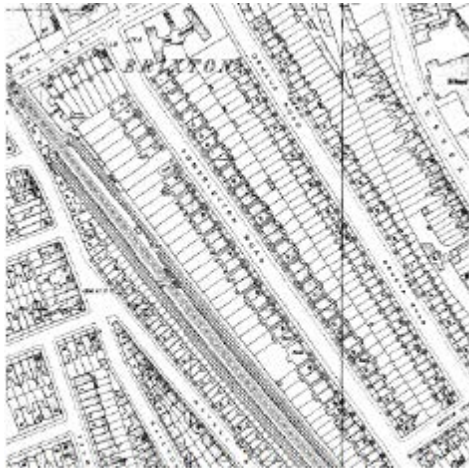
They are responsible for 'key decisions' – these are the decisions that have the biggest impact on communities or have the most money associated with them. In the latter case, anything that results in the local authority incurring expenditure, raising income or making savings in excess of £500,000 and up to £1 million is a key decision. Any decision over £1million will be the decision of the Cabinet Member and the Leader of the Council.

Key decisions will be required for the Somerleyton Road Project and they will be the responsibility of the Cabinet Member for Jobs and Growth, along with the Leader in some cases, and in accordance with local government law and the council's constitution.

Other decisions will need to be taken by officers under their delegated authority. For all other matters requiring a decision, these will be reached by one vote per organisation on the Steering Group, with the council holding two votes.

Somerleyton Road – the site itself

Somerleyton Road has seen its fair share of change and its social history is deeply entwined with that of Brixton.



1960 - rather grand Victorian terraced homes for rent



In the early 1960s Somerleyton Road retained its dignified, double-sided character. Our proposals will restore this character, but update and transform the street's programme of uses



Carlton Mansions 1969



Carlton Mansions - Nuclear Dawn mural



1974 - terrace replaced by a mixture of uses and Southwyck House, designed to shield noise from the proposed flyover



Somerleyton Road today

Lambeth Council owns the majority of the 1.5-hectare site and will be responsible for assembling all the land so it is ready for the project to go ahead.

The temporary school is not needed beyond September 2015, the Angela Davis depot will move to the Mahatma Gandhi depot, LASCOT will be helped to find an alternative location and the Council will negotiate a deal to acquire 16-22 Somerleyton Road, which is in private ownership. The residents of Carlton Mansions will be rehoused by October 2014 and we will work with our partners to find a meanwhile use for the building that will protect the building and keep it in use.

The council has a long lease for Carlton Mansions with the freehold held by Network Rail. London Underground owns the substation and has already informed the project team that the substation is needed and can't be relocated.

The key access points are Coldharbour Lane to the north, Somerleyton Road itself and the Somerleyton Passageway.

Specific challenges with the site

- i. Not all of the site is within the Council's ownership
- ii. London Underground tunnels
- iii. Japanese knotweed
- iv. Existing trees
- v. Railway line
- vi. We will be building in a built up urban area
- vii. Carlton Mansions and the mural are locally listed

What are the aspirations for Somerleyton Road?

There have been hundreds if not thousands of conversations with local people about Somerleyton Road. Some took place through formal routes i.e. consultations for the Future Brixton Masterplan (2008-09) and the Brixton area Supplementary Planning Document (2012). Other conversations came about through Brixton Green's ongoing community engagement and through Ovalhouse's work with the arts and cultural sector in Brixton.

People have lots of different views as to what should happen on the site and the challenge for us has been to pull all these views together to come up with the best possible scheme.

We believe there are 4 over-riding principles that guide the project:

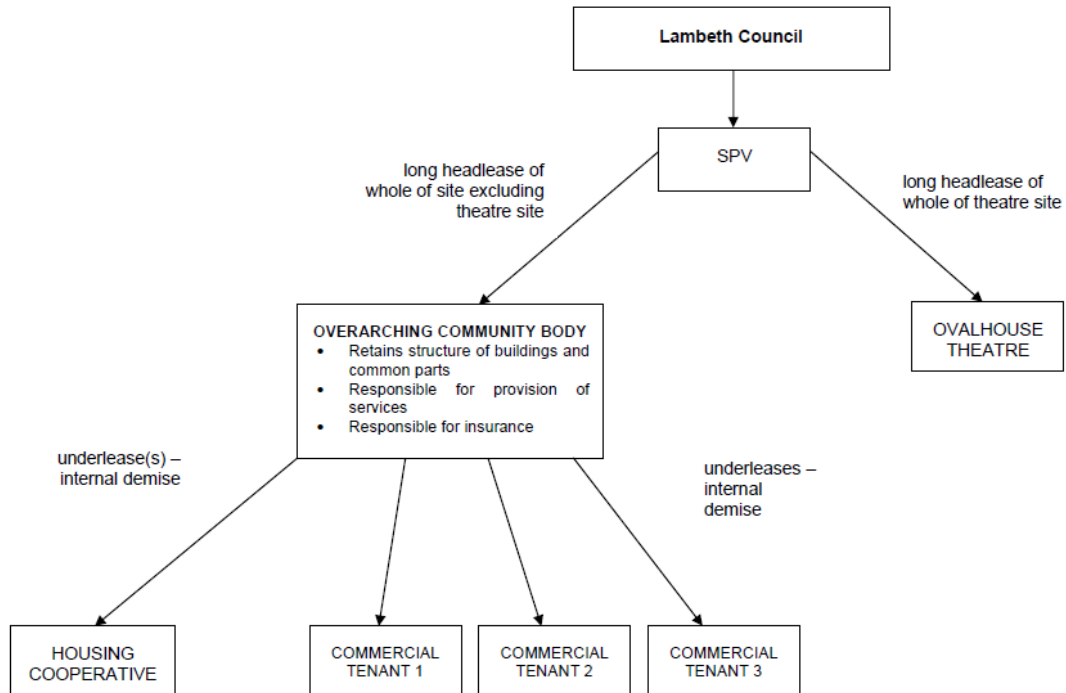
- i. Maximise the amount of genuinely affordable housing
- ii. Jobs, training and employment opportunities, especially for young people
- iii. A long term role for the community in managing and maintaining the development
- iv. The land is not sold to a private developer, instead the profits are retained for maximising the community benefit.

Based on the 100s of conversations we came up with 10 further aspirations for the project, which we tested with the community. These are to:

- bring Ovalhouse theatre to Brixton;
- maximise the amount of housing which is affordable to local people;
- work collaboratively with the local community and secure a long term stewardship role – cooperative housing / community development trust;
- build high quality, sustainable buildings and support sustainable communities;
- improve community safety;
- retain the heritage assets (i.e. the mural and the façade of Carlton Mansions);
- deliver the project in a timely fashion;
- deliver a financially viable scheme which represents value for money for the council and which repays in full the up-front capital investment without unnecessarily limiting the council's ability to undertake other investment projects within the borough
- provide jobs and training opportunities for young people whilst supporting local businesses;
- build capacity to bring forward other development schemes within the council.

Proposed legal structure

SOMERLEYTON ROAD, BRIXTON: PROPOSED STEWARDSHIP STRUCTURE DIAGRAM



Key points with the proposed structure

Lambeth Council will retain the freehold of the site and grant a long lease to the new community body. At the same time the council will grant a long lease to Ovalhouse for the theatre.

The new community body will then grant sub-leases to the new Housing Cooperative, who will be responsible for all the new homes. The new community body will also grant sub-leases to the commercial tenants.

The new homes

Workshops and discussions with local people and advisors have shaped the thinking so far about the new homes. However, there will be further workshops to discuss the detail of the Housing Cooperative, local lettings policy, management and tenancies. The brief calls for:

- all the homes to be rented, and as many as possible at 'genuinely affordable' rents
- a local and flexible approach to lettings
- homes to be managed by a Housing Cooperative and each resident to be a member of the cooperative
- people paying different rents to live side by side in the same blocks

Genuinely affordable homes

One of the guiding principles for the project is to maximise the amount of genuinely affordable housing at Somerleyton Road. But what does genuinely affordable mean?

The council's policy is for at least 40% of new homes in a development to be affordable housing. This can mean homes available at 80% of market value or market rent and this can still mean they are unaffordable to many residents.

At Somerleyton Road we want to go further than this and want as many of the new homes as possible to charge tenants rent at target rent levels. For people on low incomes, target rents are the same as council rents.

In March 2014 the council produced a financial model, and a cashflow, based on a feasibility study for the whole of the development. This included 283 homes, of which 113 had target rent levels and 170 were at market rent levels. These rents produced enough annual income to pay the long-term loan needed to finance the development, including the interest on that loan. As the design work continues, and we get into more detail, there may be opportunity to increase the number of homes at target rents.

Extra-care homes

The 25 residents of Fitch Court are keen to be part of Somerleyton Road and support the aspirations for the site. During the deliberative workshops that took place in Spring 2013, many people wanted older people to be part of the project and contribute to the life of the street.

The council has secured grant from the GLA to contribute to building 60 flats which will only be available for people eligible for extra care. The residents of these flats will all be members of the cooperative, and pay rent to the cooperative. They will also have special extra-care service contract.

A rental model

Traditional developments use money made from private sales to subsidise the affordable homes but don't look to maximise the amount of affordable homes or increase the number of homes in the rented sector. We are looking at a rental model whereby every home in the new development will be rented, and as many possible will be available at genuinely affordable rents.

Lettings and tenancies

Many people have said that they want these homes to be available to people who have a local connection. To make this happen, we will need to write a “Local Lettings Policy” – this will make it clear and fair for anyone wanting to become a tenant, regardless of the rent they pay.

In order to make this work for residents and to make sure the rents are collected, it is important that these homes remain rented for the foreseeable future (at least until the end of the loan period).

At a workshop in March 2014, the majority of people attending thought it would be a good idea if the terms of all the tenancies were the same. This means everyone having the same terms as ‘council rent’ tenancies. More work is needed to work out what the benefits and risks are for future residents, and the ability of the Housing Cooperative to collect enough rent to pay off the loan. A working assumption at this stage is for all tenancies to be lifetime, with a rent review every five years.

A Housing Cooperative

The steering group has held workshops with local people and with housing advisors experienced in running 'mutual housing organisations'. The Steering group believe that the best way to keep these homes as rented homes is through setting up a new Housing Cooperative.

The Cooperative will own a lease on all of the homes. All the residents, regardless of rent levels, will live side by side in the same blocks, will be members of the Cooperative and be involved in decisions about the running of the cooperative.

The New Commercial and Community Spaces

Local people have agreed that Somerleyton Road needs to provide jobs, training and employment opportunities, especially for young people. And that it also needs to support local business.

Brixton Green commissioned a study on community and commercial uses based on suggestions and ideas raised through conversations with local people. The study showed that commercial elements could lead to more than 200 jobs, as well as jobs during construction, training and other work-related opportunities.

Whilst all potential users will be considered the steering group has agreed to prioritise (in no particular order):

- **Ovalhouse theatre:** Already a successful theatre organisation and looking to expand to fulfil its potential for meeting the demand for young people's projects, rehearsal space, community use, training and affordable units for small scale creative enterprises.
- **Creative workspace:** Changing work patterns are influencing the demand for office space, particularly with a focus on demand for new space in less central locations offering lower rents.
- **Chefs school:** Responding to Brixton's reputation as the larder of London and a food destination, a chef school could train hundreds of 'learners' a year ensuring that local people can take advantage of the jobs and business opportunities available in the sector. The initiative came from residents on Moorlands Estate. The concept is for the training kitchens to be visible from the street, inspiring other young people to come forward.
- **Convenience store:** People living in this part of Brixton felt that a convenience store located near the Somerleyton Road passageway would be a good idea, especially if we have more elderly residents living at that end of the street.
- **Dementia Centre:** The proposal is for a purpose-built dementia centre alongside 65 extra-care homes and supported housing units. It is an opportunity to demonstrate best practice and ensure dementia sufferers can continue to live at the heart of the community.
- **Children's Nursery:** The proposal is to provide childcare and support for parents.
- **Street gym:** This would provide space for the popular youth-focused street gym currently operating as part of the meanwhile activities at Number Six. Blockworkout has been successful in dissolving territorial borders for young people.

Each of the commercial and community uses (collectively the 'non-residential uses') will have a rental agreement with the community trust. The community trust will be responsible for setting rent levels, and vetting the non-residential users, to make sure their business plans are realistic, and that they will be able to pay their rent.

Public realm

The spaces between the buildings are as important as the buildings themselves. Brixton Green and Ovalhouse have spoken to a lot of people who see these spaces as key to the success of new neighbourhood. There will be opportunities to grow food, to sit and relax as well as to interact and share the space with residents from Moorlands, Southwyck House and Loughborough Park. There are also some very exciting discussions around making the street itself come alive by have a performances, festivals and activities.

There will also be the opportunity to improve areas like the Somerleyton Road passageway which is generally viewed as unsafe.

Sustainability

There was a widespread view that people wanted this to be a sustainable development both in terms of the building themselves but also in terms of how those buildings are used and people's lifestyles. We believe that one of the strengths of Igloo is their approach to sustainability and the Steering Group recommends that we adopt their Footprint philosophy as part of this project.

Igloo use **Footprint** to measure the sustainability of their schemes and we believe this is a more accurate assessment of sustainability than simply setting targets like 'zero-carbon'.

Footprint defines four sustainable investment themes:

- health, happiness and wellbeing
- regeneration
- environmental sustainability
- urban design.

These themes are based on Igloo's belief that developments will perform better if they contribute to the regeneration of the area they are in (and therefore benefit from that regeneration) are environmentally sustainable (and therefore 'future-proofed' against higher energy costs for example), and if they are well designed (and therefore more attractive). But above all Igloo believes that investment in the health, happiness and wellbeing of people and communities should form the basis for successful regeneration projects.

Financing the scheme

As the design develops we will get a better understanding of the costs involved in delivering the Somerleyton Road project. The sale proceeds of Ovalhouse's current site at the Oval will help fund the theatre's build cost and where possible we will seek external funding.

The project will either be funded through council borrowing from the Public Works Loan Board or through council borrowing using money from private pension funds. The borrowing will be paid back using the rental income stream from the homes and commercial properties. This means that the eventual rent levels to be charged are directly linked to how much the council can borrow and therefore spend on Somerleyton Road.

We're also keen to attract as much external funding as well to the scheme and we have already secured the following:

- £2.8m GLA grant for extra care housing
- £5m GLA grant for general needs housing

We are supporting Ovalhouse in bidding for grant to the Arts Council for the theatre and we are also looking at other opportunities, around renewables for example, where there are other grant programmes.

The Delivery Programme

Igloo along with its team of consultants and the stakeholders, have been reviewing the opportunities to optimise the programme delivery of the site at Somerleyton Road, this will assist in minimising disruption to the local community whilst delivering a high quality development in the most efficient time. This review has included in depth analysis of, design times, the planning process, the site constraints, contractor procurement, delivery and phasing strategies which has enabled a detailed optimisation programme to be produced. Whilst there is further analysis to be carried out it is currently anticipated that the following timescales are deliverable:-

- Design the scheme and prepare a planning application to be submitted to the Council during May 2015.
- Complete design and contractor procurement to enable an effective start on site in Nov / Dec 2015
- Completion of the first phase of construction at the end of 2016 with final construction completed by Summer 2017.

There are a number of challenges in delivering the above timescales, however with the cooperation and collaboration of all parties to the development, then this is entirely possible.

Appendix 1: The tender brief requirements for Igloo

DEVELOPMENT MANAGER OUTPUTS

STAGE 1 - DEVELOPMENT

- Developing the project brief with partners and the local community;
- Further development of a benefits case for the preferred delivery model including a recommendation for the most appropriate long term management and ownership vehicle;
- Develop a bespoke financial model to help inform the funding and legal structure for both the delivery stage and the long term management and ownership – the financial model needs to enable comparison between different delivery and funding models;
- Present a clear (Plain English) report on assumptions used for inputs to the model, to be presented to the steering group and community workshops, along with model outputs;
- Continued financial modelling and determining the most cost-effective way of funding the project;
- A risk and return profile which includes scenario and sensitivity testing;
- Clienting Grant Thornton to provide tax, SDLT, VAT advice on different legal structures;
- A design optimisation process;
- Whole life costings;
- Detailed specification for the scheme suitable for detailed planning permission;
- Support to formulate the development of an operational model;
- Manage the planning performance agreement;
- Secure planning consent for the site;
- Indicative procurement and construction strategy;
- Responsible for CDM compliance;

STAGE 2 - CONSTRUCTION

- Procurement of a contractor;
- Management of the contractor and build;
- Risk assessments;

- Responsible for CDM compliance including Health and Safety Construction Plan;
- Handover strategy;
- Act as client representative during development;
- Monitor the quality of and oversee construction;
- Hand over to Lambeth on completion;
- Project performance evaluation and feedback;

DESIGN TEAM OUTPUTS

STAGE 1 - DEVELOPMENT

- Inclusive and transparent design process including a minimum of 8 stakeholder workshops;
- Production of all boards and engagement materials;
- Production of all supporting documentation for the planning application – the pre-app process for the Stage C feasibility study recommended the following:
 - Design and Access Statement
 - BRE Daylight, Sunlight, Overshadowing Assessment
 - Details of community consultation and engagement
 - Transport Assessment including car parking survey
 - Sustainability Assessment
 - Energy report including details of renewable energy sources proposed
 - An indication of proposed developer contributions
 - Details of proposed construction materials
 - Sections, elevations and photomontages that show the proposed development in context to the surrounding area.
 - Details of proposed boundary treatment
 - Detailing landscaping plan including details of children's and young peoples play space
 - Tree Constraints Plan and Tree Survey in line with BS5837: 2005 Trees in relation to construction – Recommendations
 - Noise assessment
 - Affordable Housing Statement
- Commission all necessary technical surveys i.e. topographical, underground services, arboricultural etc;

- Secure planning consent for the site;

STAGE 2 – DEVELOPMENT

- Clienting / monitoring the design elements during construction;
- Monthly valuations;
- Project performance evaluation and feedback;

The Team

Somerleyton Road Steering Group

Jack Hopkins (Cabinet Member Jobs and Growth) - Chair
Deborah Bestwick (Managing Director, Ovalhouse Theatre)
Brad Carrol (Director, Brixton Green)
Stephen Jordan (Chair, Brixton Green)
Dinah Roake (Trustee, Brixton Green)
Neil Vokes (Programme Director, Lambeth Council)
Dilan Alpasha (Programme Officer, Lambeth Council)
Bruce McRobie (Development Surveyor, Lambeth Council)

Neil Vokes will be the single point of contact for this project whilst Robert Knight (igloo) will be the lead consultant for the client.

Igloo will be supported by the following core team members including:-

- Tibbalds (Planning and engagement)
- Metropolitan Workshop (Urban Design and Market Rent design advice)
- The Brick Box (Community engagement and animation)

The core team will be supplemented by:

- Conisbee (Civil and Structural engineers)
- Gleeds (Quantity Surveyors and EA)
- DTZ (Valuers and Agents)

This core team will provide the principal range of skills necessary to drive forward proposals for Somerleyton Road and ensure they develop in a way that engages and includes relevant groups, are deliverable and fundable, and realise the full potential of the site, including cultural facilities, employment opportunities and new homes.

You are invited to join this exciting and talented team and help recognise Brixton Futures aspirations.