

LONDON BOROUGH OF BRENT

EXECUTIVE - 12 APRIL 2005

Report from the Director of Environment

For action

Wards affected: Dudden Hill

Report Title: Church End Future Development Sites

Forward Plan Ref: ES -04/05- 315

1.0 Summary

- 1.1 This purpose of this report is to consider the production of policy guidance to further the regeneration of the Church End and Willesden area; to produce non-statutory guidance for the inner Church End and Willesden regeneration area (as shown on map 1 at Appendix 1) and to agree to bring forward a formal framework for the wider Church End and Willesden regeneration area (as shown on map 8 at Appendix 1). In addition a partnership approach to working is outlined and support for this requested.

2.0 Recommendations

- 2.1 Approve the production of the inner Church End and Willesden regeneration area non-statutory guidance (outlined in point 1 in paragraph 3.2) and request officers to proceed with preparation of a planning framework (in such form as officers consider appropriate) for the wider Church End and Willesden regeneration area (as outlined in point 2 of paragraph 3.2)
- 2.2 Approve the Partnership approach outlined at paragraph 3.13.
- 2.3 Approve the boundaries of the inner and wider Willesden regeneration areas (as shown on maps 1 and 8 at Appendix 1).

Executive
(Date 12/04/05)

Version (No 2.)
(Date 17/03/05)

3.0 Detail

Introduction

- 3.1 To date, the primary focus of re-development in the Church End area has focused upon the re-provision of housing in place of the resiform estate. It is however, more appropriate for regeneration to generally take a holistic approach spreading the benefits across a wider area. Indeed, it is becoming apparent that the wider Church End and Willesden area is showing signs of potential decline. At present, there is evidence of deteriorating environmental quality, a lower concentration of employment on certain sites and a lack of improvement in the housing stock outside of the Church End estate improvements. In order to arrest this potential decline and aid revival now, regenerative development embracing a holistic approach is appropriate. Officers have held discussions with Catalyst (Housing Group – a major stakeholder in the area) and Bellhouse Joseph (Developers) to consider how this could be achieved.

Approach Recommended

- 3.2 The successful procurement of such regenerative development relies upon appropriate planning guidance being available to aid and guide, and provide surety to developers and to the community over a reasonable timescale. Officers therefore recommend that a two strand approach is adopted;
1. To produce non-statutory guidance for the inner Church End and Willesden regeneration area (as shown on map 1 at Appendix 1). This would include specific guidance for those sites which conform with current Unitary Development Plan (UDP) policy (namely [1] Eboney Court and The Vicarage, Neasden Lane and land to the rear, [2] Church End Local Centre and Car Park and [3] Former White Hart Hotel Public House and the Church of Miracle Signs & Wonders Ministries (as shown on maps 2 to 5 at Appendix 1) and also provide details for the Asiatic Carpets Warehouse Site (the re-development of which would not directly conform with current UDP policy) (as shown on maps 2 and 6 at Appendix 1). This guidance could take the form of a planning position statement, such as was produced for the Green Man site in Kingsbury. The function of a planning position statement is to point to uses and types of development that may not strictly conform with current guidance but nevertheless may be worthy of consideration. Guidance for the sites which do conform with current UDP policy could be progressed to Supplementary Planning Documents (SPDs) over a longer timeframe if necessary;
 2. To agree to bring forward a framework for the wider Church End and Willesden regeneration area which could be developed in a number of ways including through Site Specific Proposals (SSP), as an SPD / series of SPDs supplementary to the SSPs or as an SPD to the Core Strategy of the Local Development Framework (LDF) (as shown on map 8 at Appendix 1).

Members are invited to consider and comment on the plans included at Appendix 1 and the boundaries indicated.

Background to the Sites and Outline of Proposed Approach

3.3 Site 1 Eboney Court and The Vicarage, Neasden Lane and land to the rear

This site is partly designated as a Major Estate Regeneration Area. The remainder of the site has no specific land use designation. Eboney Court and surrounding land is vacant at present, whereas the Vicarage is currently in use.

3.4 Site 2 Church End Local Centre and Car Park

This car park site has a Major Opportunity Site land use designation within the UDP (MOS1). This designation seeks to secure housing / mixed use development. Planning Committee agreed to grant permission subject to a S106 legal agreement, at its meeting of the 13th December 2000 for a part 4, part 7 storey building to provide one retail unit at ground floor (approximately 115 square metres) and 44 residential units comprising 23 x 1-bedroom units (12 for elderly persons), 17 x 2-bedroom and 4 x 3-bedroom, including a new access from Church Road and the provision of 20 parking spaces on part of car park site. However, the agreement has never been completed and therefore formal permission has not been granted. The Council has previously produced formal guidance for the car park land parcel; however this needs to be updated to reflect the newly adopted UDP standards and also to allow for the consideration of a more extensive site with particular benefits for the Local Centre.

3.5 Site 3 Former White Hart Hotel Public House and the Church of Miracle Signs & Wonders Ministries

This site has no specific land use designation. The Public House is vacant at present and the Church represents an under utilised site and is in particularly poor environmental condition, which given its location as a key gateway to a shopping centre location, needs to be addressed. There is an application in at present for the Public House site. The application is for redevelopment of The White Hart Hotel and adjacent car park incorporating the erection of a two-storey building and a part 3, 4 and 6 storey building comprising an indoor retail market, 65 residential apartments and car-parking in a basement level. Amendments and further details have been requested, and Officers are hopeful that a satisfactory scheme can be secured. Guidance for this site would address environmental concerns and also allow for the detailed consideration of the relationship and interaction between these two land parcels and their surrounding environs. The guidance would primarily focus on the Church however; if an acceptable resolution to the planning application for the Public House cannot be achieved then it will also cover this land parcel in detail.

3.6 Site 4 Asiatic Carpets Warehouse

The Asiatic Carpets warehouse and surrounding associated uses including a car wash and storage occupy this site. The site is currently

Executive (Date 12/04/05)	Version (No 2.) (Date 17/03/05)
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designated as a Borough Employment Site therefore policy EMP 8 restricts the sites' use to B2 General Industrial and B8 Storage or Distribution. Therefore a formal SPD which promoted uses outside of these could not be progressed at this time. It is the opinion of your Officers, following detailed discussions with the likely developers, that the re-development of this site would form a pivotal part of the regeneration of Church End and Willesden and could indeed act as the catalyst to secure the regeneration of the wider area. Therefore it is recommended that the Council consider the circumstances within which, and objectives that would need to be met, to justify a departure from current policy.

- 3.7 Officers would seek the re-development of the site to secure significant employment floorspace, housing units and considerable environmental gain. Member's endorsement of this approach without prejudice is sought. If this was to be secured your Officers would then develop a series of objectives for the re-development and bring the details of these to the next Planning Committee to consider policy matters for endorsement.
- 3.8 Any informal guidance such as a planning position statement would set out the parameters where change could be considered, pointing to a potential area for UDP review. Indeed this type of site and policy shift will be considered and brought forward through the site specific proposals element of the LDF which would enable the consideration of wider options than those historically adhered too.
- 3.9 **Site 5 Open Space**
In addition, Officers intend to consider, in partnership with the Parks Service, the future for existing and any necessary new open space in this area. In particular Officers will reflect on the function of the existing playground, games court and former adventure playground (as identified on map 7 at Appendix 1). Regard will also be had to the role of adjacent sites including the grounds of St Mary's Church and the open space parcel fronting the High Road.
- 3.10 The consideration of guidance for the inner Church End and Willesden regeneration area will allow for a comprehensive, holistic vision for regenerative development to be planned and realised within a reasonable timeframe. This approach would also ensure that the benefits from the development such as open space, education, health and transportation improvements, amongst others, could be fully co-ordinated and on site provision sought. In particular, an inner regeneration area approach is favoured above the production of site by site briefs as the justification for the release of the Asiatic Carpets warehouse site may only stack up if it were to secure a triple win of environmental, employment and housing benefits within the context of acting as a catalyst for the regeneration of the wider area. In addition, improvements to, and redevelopment of, parts of the Local Centre will have a considerable positive effect on the surrounding area which ought to be harnessed.

Detail of Proposed Approach

- 3.11 If approval for this approach was to be secured Officers would then explore with Catalyst (Housing Group – a major stakeholder in the area) and Bellhouse Joseph (Developers) their anticipated role in the development of a study for the wider area. This wider study would look at how the decline of the area could be arrested and how environmental and economic development could be secured. It would take a fundamental look at the key sites and possible desires to change the designation of sites which could be developed in a number of ways, including through Site Specific Proposals (SSP), as an SPD / series of SPDs supplementary to the SSPs or as an SPD to the Core Strategy of the Local Development Framework (LDF).
- 3.12 Council Officers are working in partnership with Catalyst and Bellhouse Joseph to explore opportunities for the realisation of the regeneration of Church End and Willesden. Indeed, a commitment to securing regenerative development has been illustrated to date through Fortunegate's (an arm of Catalyst Housing Group) re-development and refurbishment of the Church End and Roundwood estate. Catalyst have teamed up with Bellhouse Joseph, a private developer, to realise their vision of securing regenerative development across the wider area. These parties have, at some considerable expense, already done some work using Allies and Morrison Architects which has signalled their intention to produce quality work which Officers welcome.
- 3.13 Catalyst, Bellhouse Joseph and Allies and Morrison have indicated that they would be happy to participate positively in a study of the wider area. They are therefore looking for Council in principle support for this approach. Specifically support is sought on the following matters which are recommended by your Officers;
1. Support for the partnership approach outlined above to secure regenerative development including the development of a framework or masterplan for the wider area. Recognition of the particular locus and commitment that Catalyst and Bellhouse Joseph have and acknowledgement of their ability to deliver a comprehensive and holistic redevelopment with on site provision of associated benefits;
 2. Use of Councils Compulsory Purchase Order (CPO) powers (although not resources and specifically not funding) to secure the aggregation of various necessary sites; and

That the Housing Service recognises that Catalyst Housing Group has a particular locus in the area, especially with the regeneration of the Church End and Roundwood estates through its subsidiary Fortunegate CH; in accordance with our Joint Commissioning Agreement, that other Joint Commissioning Partner RSLs have been asked not to compete for development sites within this area; and also that proposals for Approved Development Programme funding would be supported.

- 3.14 Please also note that the production of guidance for this area is contained within both the Service Operational Plan and the Local Development Scheme.
- 3.15 Officers are also speaking with Government Office for London (GoL) regarding the newly conferred Major Opportunity Borough Status and are seeking funding to support a wider study to deliver housing targets in line with this status. Major Opportunity Borough Status affords us particular assistance from the Government to overcome barriers to housing provision where considerable numbers of housing units can be brought forward within the next two years. In order to take advantage of GOL's assistance it is necessary to bring forward guidance more quickly than the SPD process coupled with the review of the development plan would permit. Furthermore, if this approach is supported Officers will engage with Greater London Authority (GLA) Officers to seek their support and assistance and also that of Transport for London (TfL). This is particularly important as any resultant planning applications may be referable to the Mayor of London under The Town and Country Planning (Mayor of London) Order 2000 (Category 3E, of Part III) and to Government Office for London as appropriate.
- 3.16 If this approach is supported Officers will bring a draft of the inner Church End and Willesden regeneration area brief to the next available Planning Committee which considers policy matters prior to any public consultation being carried out. It will cover the following issues;
1. Employment benefits and dis-benefits;
 2. Proportion of affordable housing;
 3. How much enabling development on the form of private housing is necessary to secure the scheme;
 4. Relationship between further housing and open space needs;
 5. The implications of further housing for education provision (developers would be required to assist in making an assessment on this basis);
 6. S106 requirements;
 7. General planning matters in relation to densities, scale, height, massing, access etc.;
 8. Amount of development and relationship with public transport access.

Members' comments and suggestions on other matters for inclusion are welcomed.

Conclusion

Executive (Date 12/04/05)	Version (No 2.) (Date 17/03/05)
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This report has sought to bring to consideration key development sites in Church End to further the regeneration of the area and arrest any potential decline. A two stage policy guidance approach has been outlined to achieve this. This may be in a combination of forms; non-statutory guidance for the inner Church End and Willesden regeneration area (as shown on map 1 at Appendix 1) and a formal framework for the wider Church End and Willesden regeneration area (as shown on map 8 at Appendix 1). In addition a partnership approach to working has been outlined and support for this requested.

4.0 Financial Implications

4.1 The proposed work programme for the production of non-statutory planning guidance can be met from the current Planning Service budget. However, there are currently no resources to carry out any broader study; the Council would therefore require significant support from a delivery vehicle or GoL to see any such project through to fruition.

5.0 Legal Implications

5.1 The statutory planning system, as elaborated by Government Planning Guidance, Planning Policy Statement 1, emphasises the importance of good planning to ensure that we get the right development, in the right place and at the right time, that makes a positive difference to people's lives and helps to deliver homes, jobs, and better opportunities for all.

5.2 Supplementary Planning Documents, if they derive out of, and are consistent with the UDP, will carry substantial weight. Informal planning guidance (i.e. which has not gone through this formal process) will not carry the same weight. Nevertheless, it will assist developers by indicating which type of proposals officers are likely to be able to recommend to members.

5.3 Any resultant planning applications may be referable to the Mayor of London under The Town and Country Planning (Mayor of London) Order 2000 (Category 3E, of Part III) and other proposals may be referable to the First Secretary of State.

6.0 Diversity Implications

6.1 The Report will better enable effective planning to meet the particular needs of Church End's diverse communities as it will assist the identification of any ethnic, gender or other culturally specific, positive or negative, development trends. Furthermore, any guidance produced will be subject to an Equality Impact Assessment.

7.0 Staffing / Accommodation Implications

Executive (Date 12/04/05)	Version (No 2.) (Date 17/03/05)
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- 7.1 The proposed work programme for the production of non-statutory planning guidance can be met with the utilisation of current staffing levels. However, assistance from either a delivery vehicle or GoL would be required to conduct any wider regeneration study.

8.0 Environmental Implications

- 8.1 The report set out how a programme of policy guidance both informal and formal will seek to enhance the environmental quality of Church End. Furthermore, any LDDs will be produced in line with Sustainability Appraisal guidance.

Background Papers

PPS 1 Delivering Sustainable Development (February 2005)
The Town and Country Planning (Mayor of London) Order 2000 (Cat. 3E, of Part III)
The Town and Country Planning Act 1990 (Section 74 (1) (b))
General Development Procedure Order 1995 (Article 17)

Contact Officers

Any person wishing to inspect the above papers should contact Lucinda Carter, The Planning Service, Brent House, 349 High Road, Wembley, Middlesex HA9 6BZ, Tel: 0208 937 5368

Richard Saunders
Director of Environment

APPENDIX 1

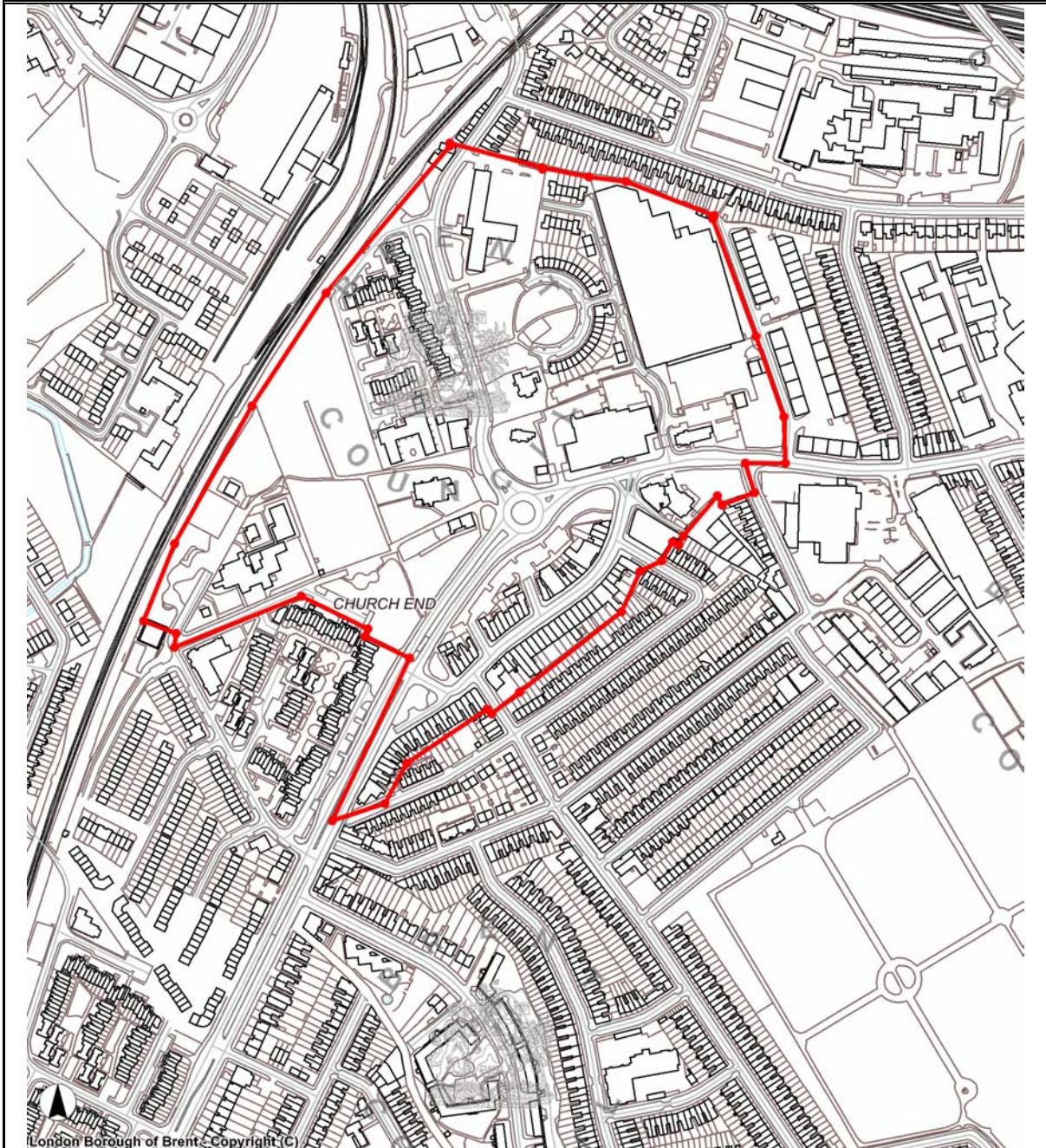
Location Plans and Boundary Maps



Planning Committee Map

Site address: **The Inner Church End and Willesden Regeneration Area**

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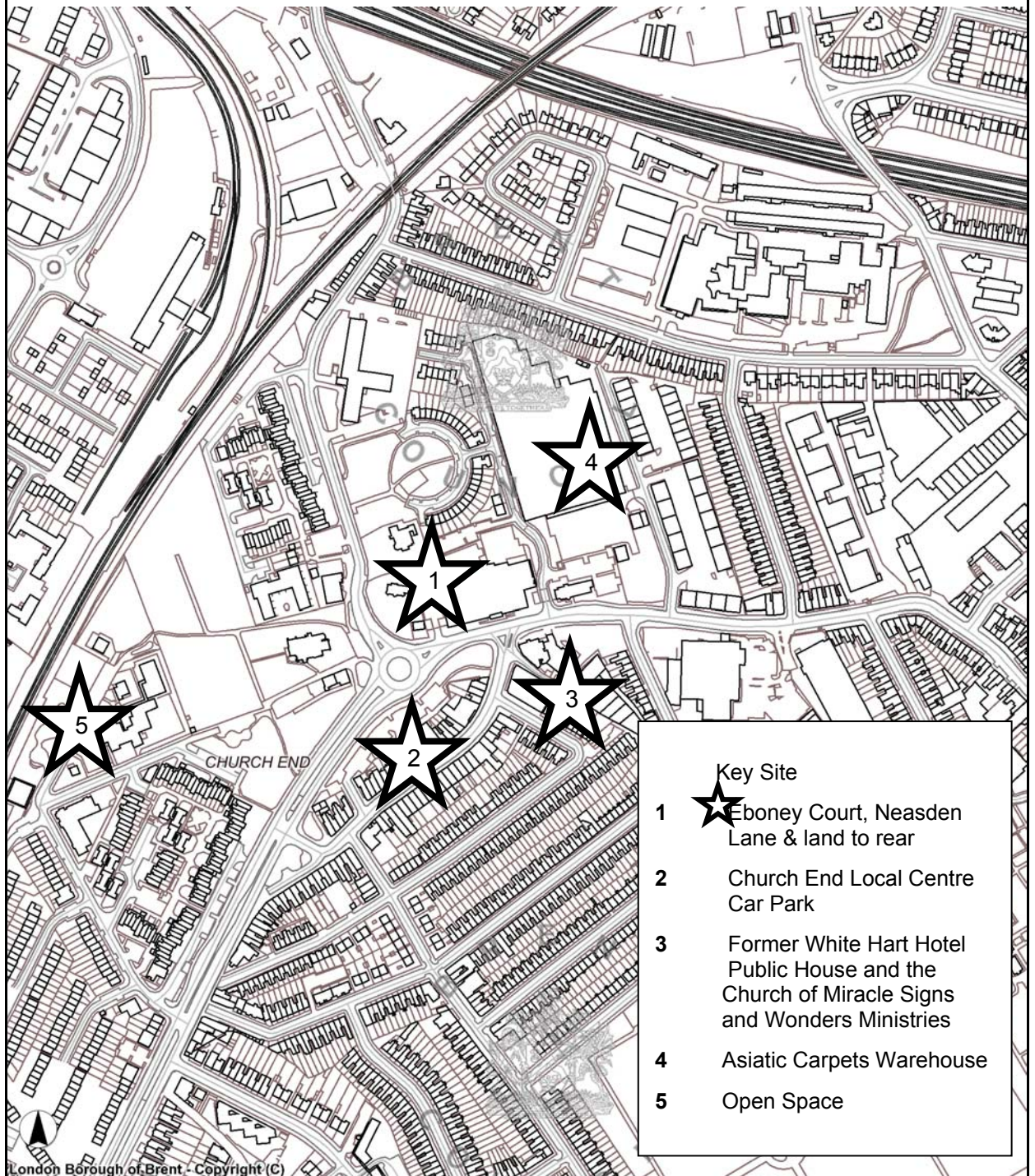
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Planning Committee Map

Church End Sites Location Map

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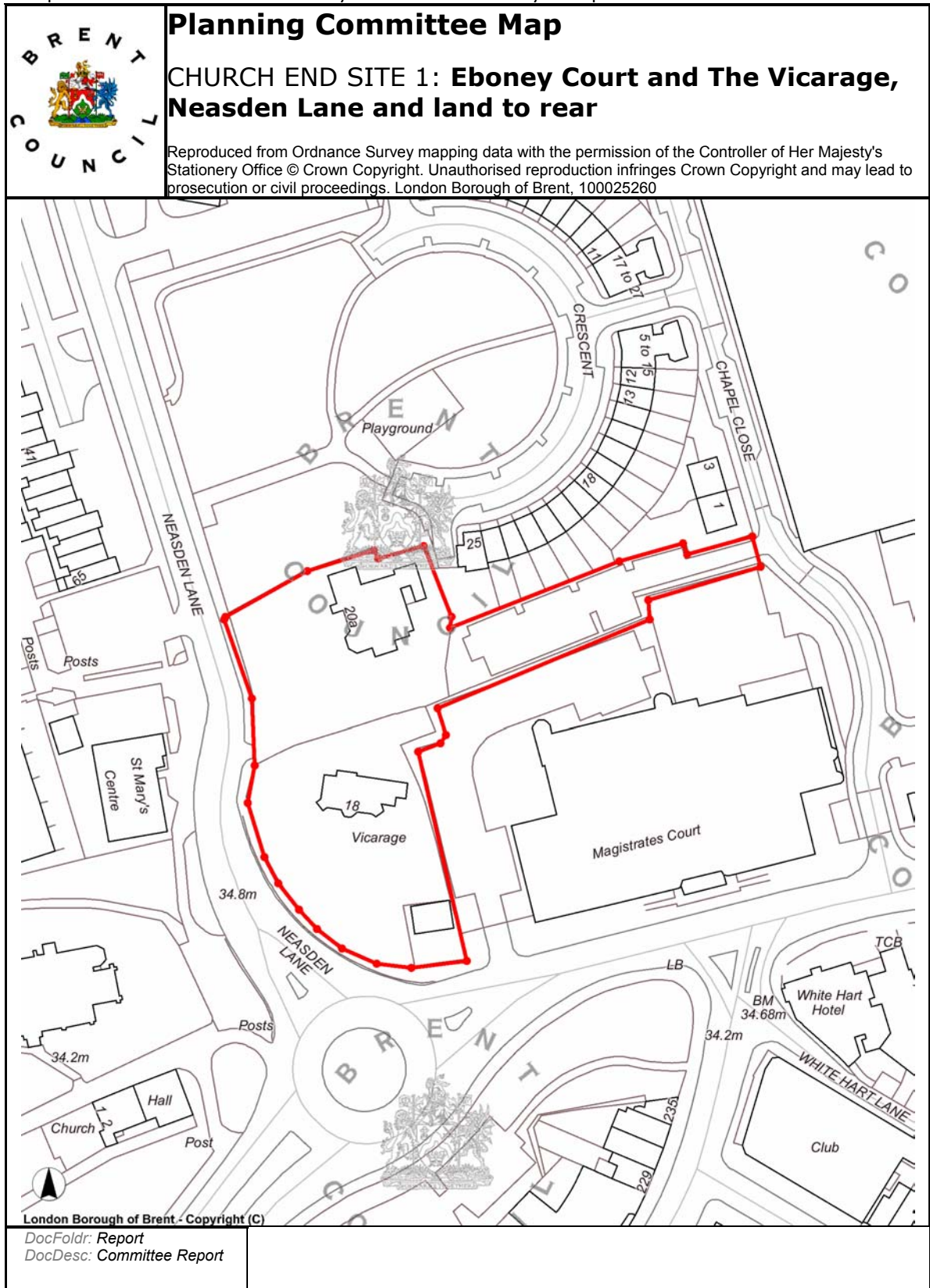


- Key Site**
- 1  Eboney Court, Neasden Lane & land to rear
 - 2 Church End Local Centre Car Park
 - 3 Former White Hart Hotel Public House and the Church of Miracle Signs and Wonders Ministries
 - 4 Asiatic Carpets Warehouse
 - 5 Open Space

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Map 3 Church End Key Site 1 Boundary Map



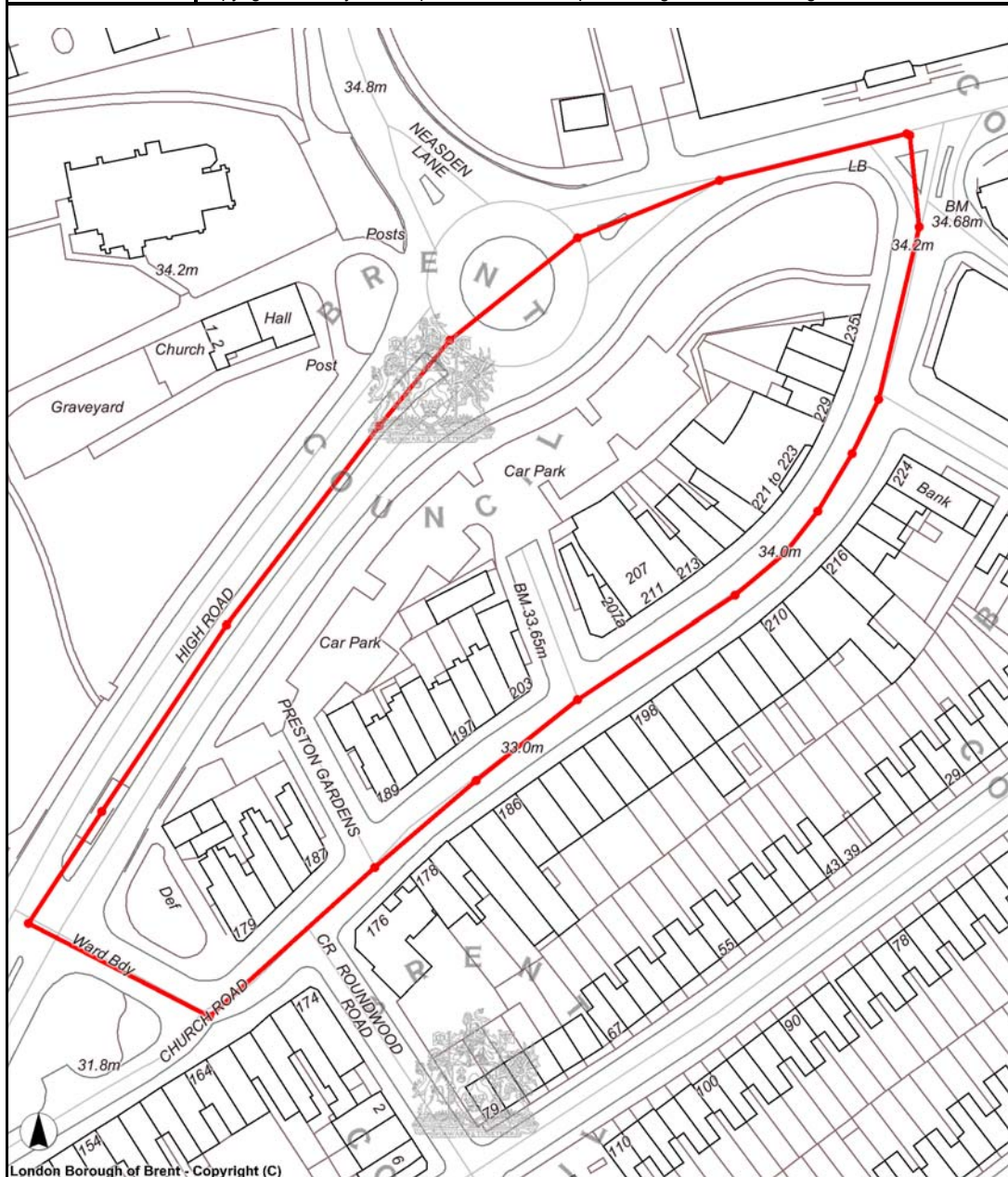
Map 4 Church End Key Site 2 Boundary Map



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CHURCH END SITE 2: Church End Local Centre and Car Park

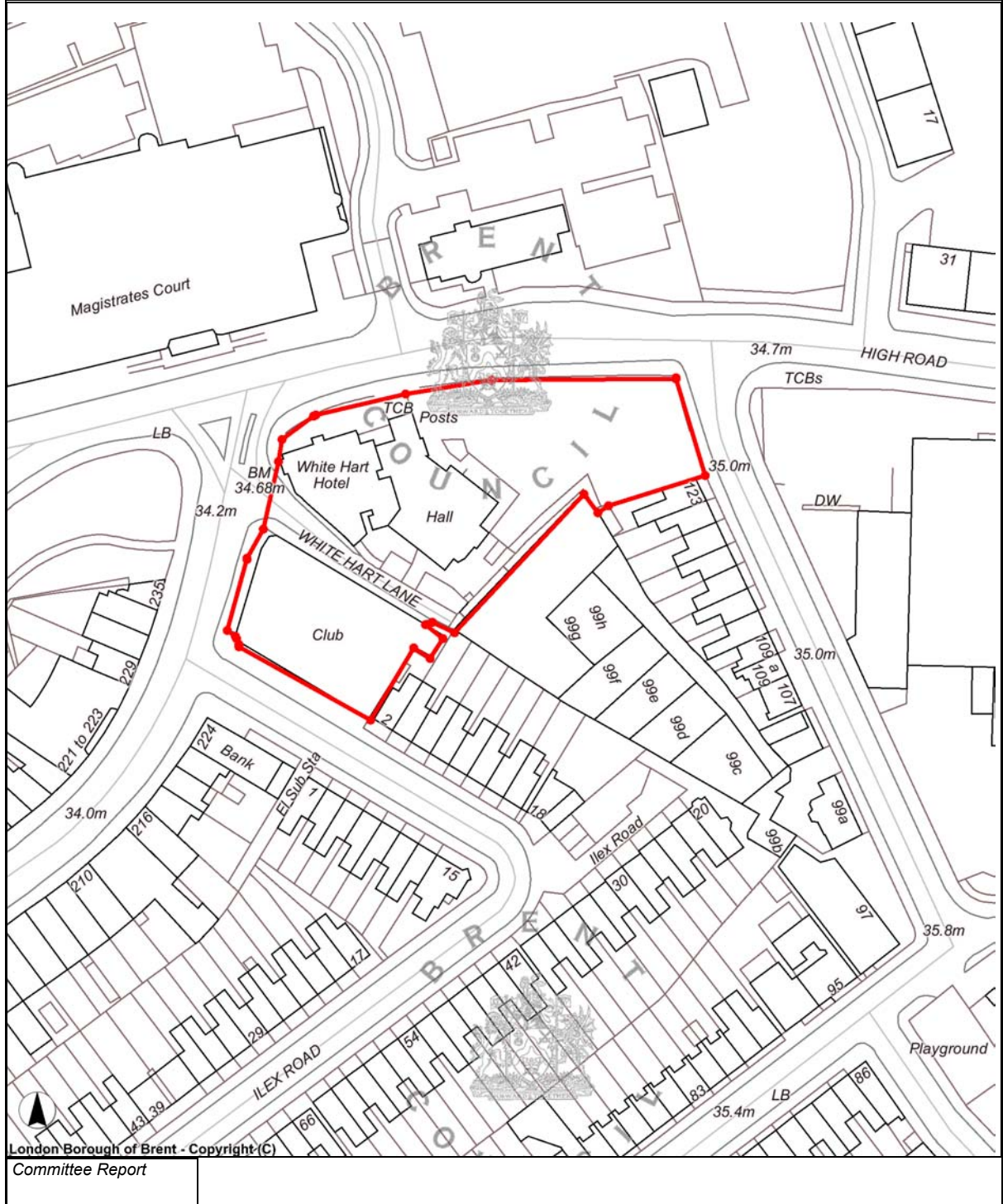
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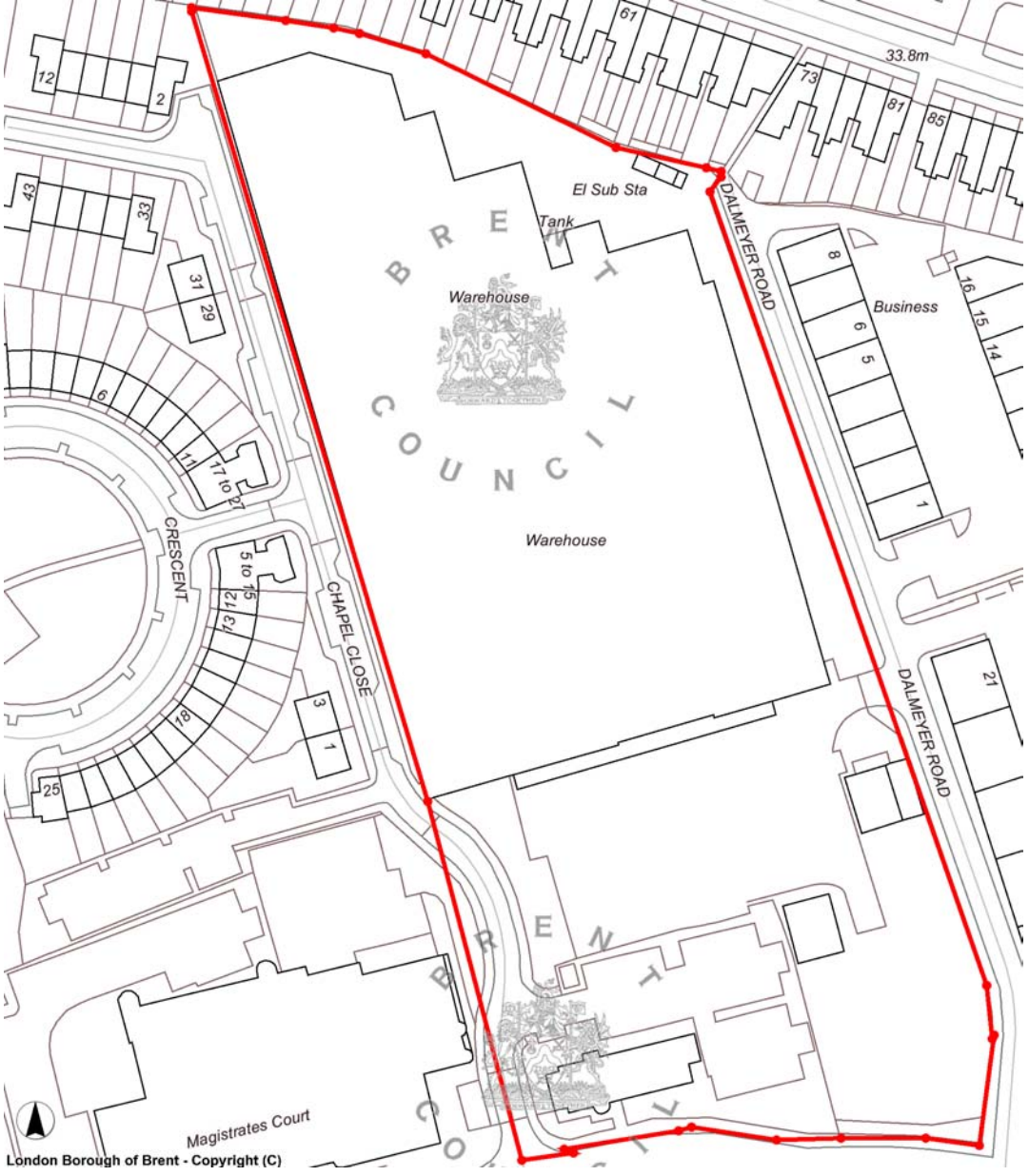


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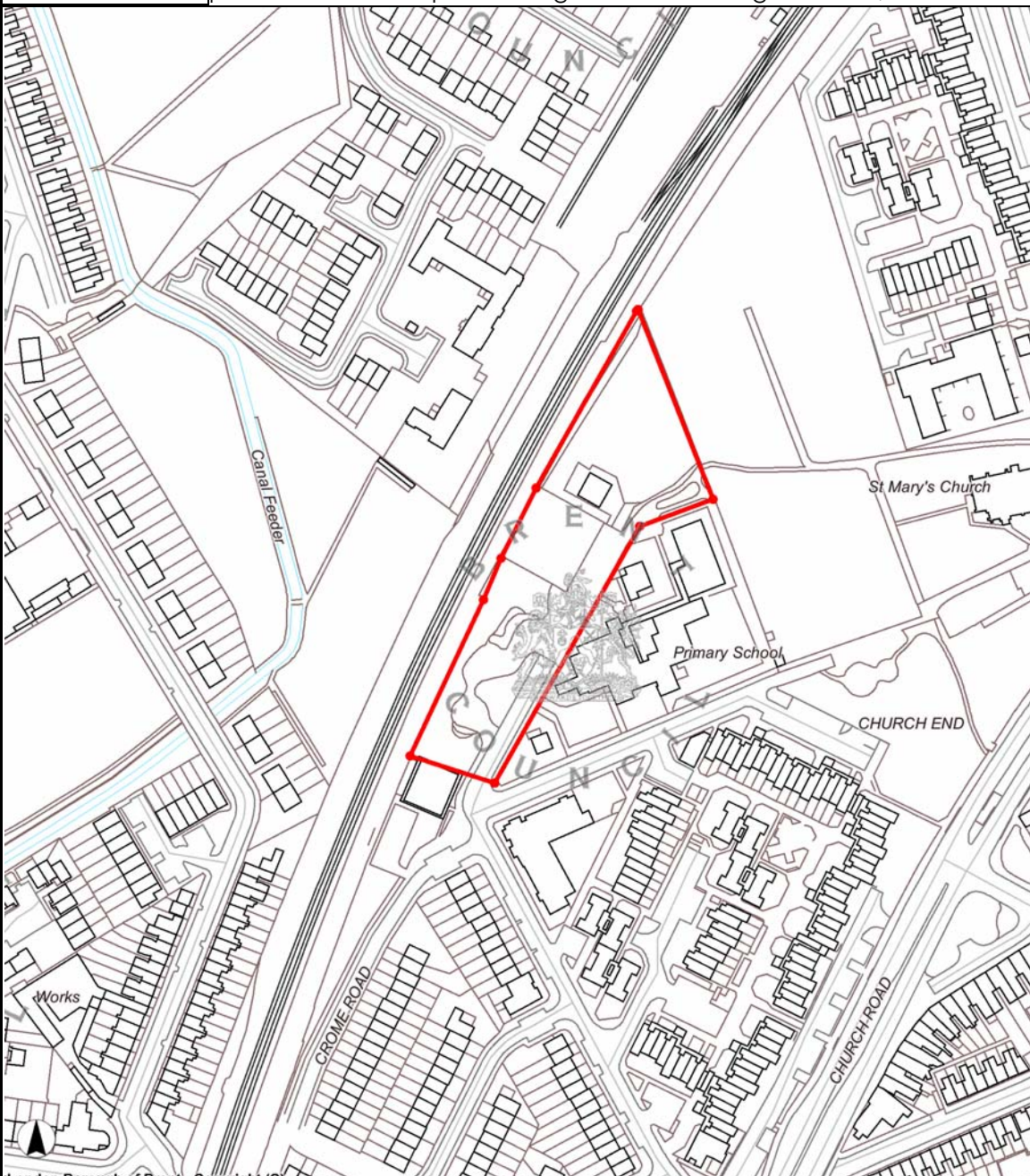
DocFoldr: Report
DocDesc: Committee Report

	<h2>Planning Committee Map</h2> <h3>CHURCH END SITE 3: Former White Hart Hotel Public House and the Church of Miracle Signs and Wonders Ministries</h3> <p>Reproduced from Ordnance Survey mapping data with the permission of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. London Borough of Brent, 100025260</p>
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	<h2>Planning Committee Map</h2> <h3>CHURCH END SITE 4: Asiatic Carpets Warehouse</h3> <p>Reproduced from Ordnance Survey mapping data with the permission of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. London Borough of Brent, 100025260</p>
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Map 7 Church End Key Site 5 Boundary Map

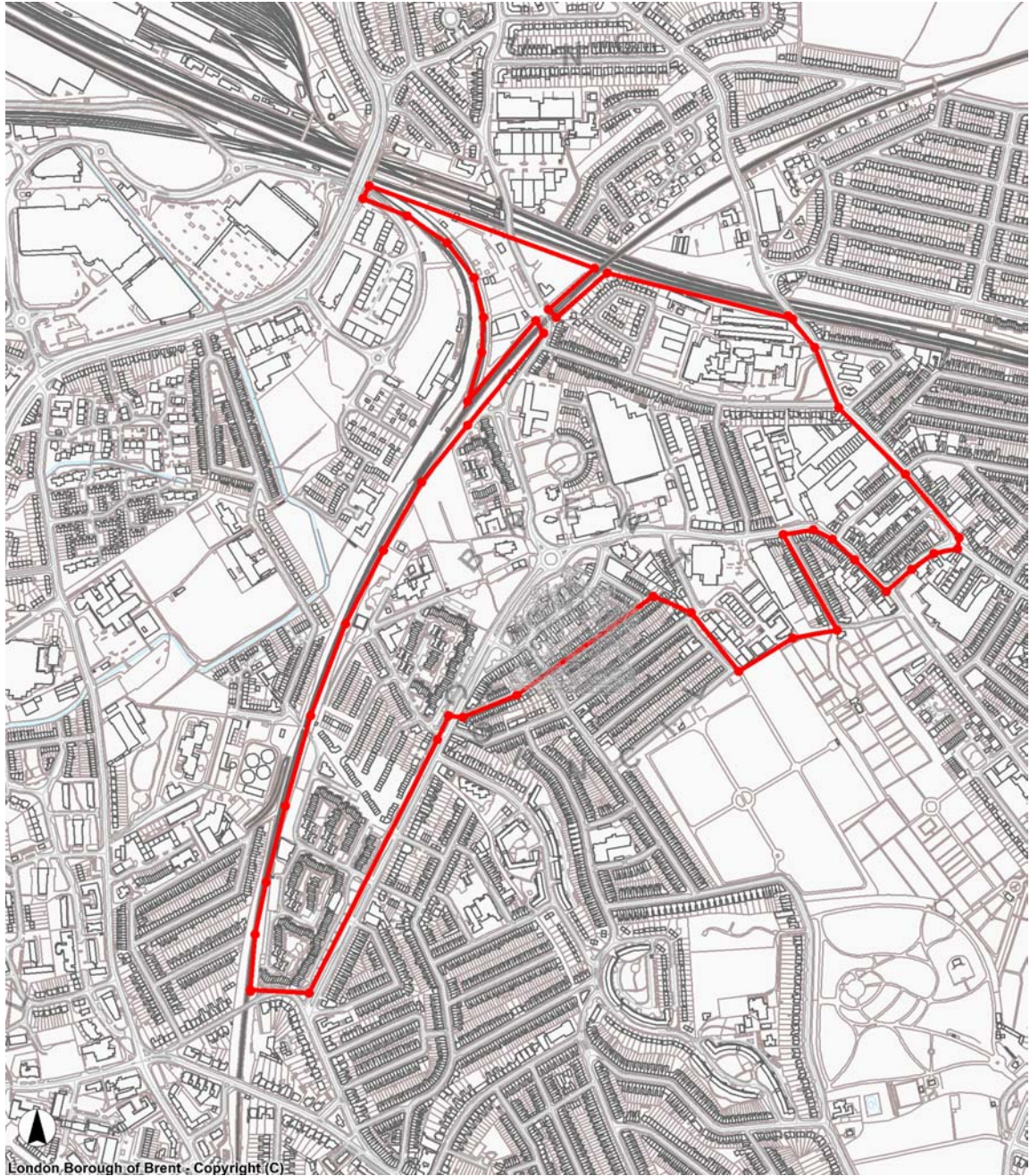
	<p>Planning Committee Map</p> <p>CHURCH END SITE 5: Church End Open Space</p> <p>Reproduced from Ordnance Survey mapping data with the permission of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. London Borough of Brent, 100025260</p>
	
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Planning Committee Map

The Wider Church End & Willesden Regeneration Study Area

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