



## Executive – appendices: Brent local plan

**Monday 24 March 2014 at 7.00 pm**

Boardroom - Civic Centre, Engineers Way, Wembley,  
HA9 0FJ

### Membership:

#### Lead Member Councillors:

#### Portfolio

|                      |   |
|----------------------|---|
| Butt (Chair)         | Leader/Lead Member for Corporate Strategy & Policy<br>Co-ordination |
| R Moher (Vice-Chair) | Deputy Leader/Lead Member for Finance and Corporate<br>Resources    |
| A Choudry            | Lead Member for Crime Prevention and Public Safety                  |
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| J Moher              | Lead Member for Highways and Transportation                         |
| Pavey                | Lead Member for Children and Families                               |

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020 8937 1359, [anne.reid@brent.gov.uk](mailto:anne.reid@brent.gov.uk)

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minutes of this meeting have been published visit:

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**The press and public are welcome to attend this meeting**

# Agenda

Introductions, if appropriate.

Apologies for absence and clarification of alternate members.

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This report presents a draft Development Management Policies document, a proposed set of Minor Alterations to the Core Strategy and proposed changes to the Proposals Map of Brent's Local Plan. Planning Committee considered the report on 19 February and recommends that Executive agree the documents for public consultation starting on 26 May 2014.

**Ward Affected:**

Barnhill;  
Preston;  
Stonebridge;  
Tokyngton;  
Wembley  
Central

**Lead Member:** Councillor Crane

**Contact Officer:** Ken Hullock, Policy and  
Research Team

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**Date of the next meeting: Tuesday 22 April 2014**



Please remember to **SWITCH OFF** your mobile phone during the meeting.

- The meeting room is accessible by lift and seats will be provided for members of the public on a first come, first served basis.

# LONDON BOROUGH OF BRENT LOCAL PLAN

## DRAFT DEVELOPMENT MANAGEMENT POLICIES

Agenda Item 5



**Brent**





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## Foreword

As part of the ongoing process of replacing the Unitary Development Plan with the new Local Plan, this document has been produced which includes the council's Development Management Policies preferred options. These are the detailed planning policies which are necessary for determining planning applications in the borough. This document reflects Brent's Core Strategy which aims to regenerate run-down areas whilst meeting the needs of local people and protecting the best features of the borough.

At Brent we are committed to providing a high quality and responsive Planning Service. This includes full community involvement in the preparation of important development plan documents which contribute to delivering the aims and objectives of Brent's Community Strategy.

I hope you will take this opportunity to participate in the process of drawing up the new plan. If we are to shape the borough the way you want to see it then we need to hear from you. Please tell us what you think.

## HOW TO GIVE YOUR VIEWS

The Preferred Options document for the Development Management Policies is published for consultation and you are invited to respond to us with your comments. Further copies of this document can be downloaded from the Brent Council website at [www.brent.gov.uk/ldf](http://www.brent.gov.uk/ldf).

Make your comments by the following ways:

- Online via the interactive web version of this document at [www.brent.gov.uk/ldf](http://www.brent.gov.uk/ldf)
- By email to [ldf@brent.gov.uk](mailto:ldf@brent.gov.uk)
- In writing addressed to:

Planning Policy

Planning and Regeneration

London Borough of Brent

Brent Civic Centre

Engineers Way

Wembley, Middlesex

HA9 0FJ

**Please reference your comments to the relevant policy or paragraph of the document.**

All comments must be received by **xx xxxx xx**.

Any representations made in relation to this document will be made available to the public.

For any further information regarding this document please contact the Planning Service on the address provided above or by calling 020 8937 5230.

# 1 Introduction

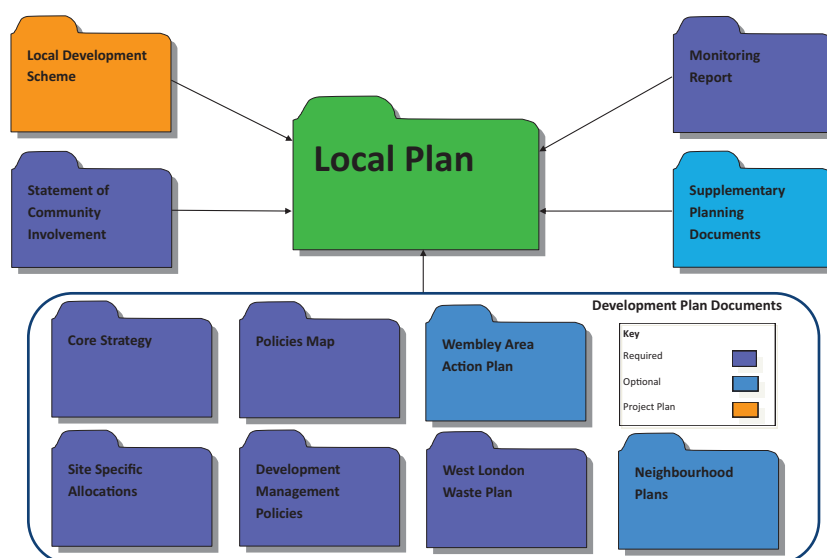
## Purpose of the Draft Development Management Policies Document

**1.1** This draft document has been produced by Brent Council as a basis for public consultation. It is the final document to be prepared which will complete Brent's new Local Plan (previously known as the Local Development Framework), and will completely replace Brent's UDP adopted in 2004. It builds on earlier public consultation stage on the preparation of taking account of views expressed then in identifying a preferred approach to the future development of the borough. It also reflects, and builds upon, a consultation stage in June 2007 which proposed some preferred options for policy at that time. Due to significant changes in the planning system since 2007, including the publication of the National Planning Policy Framework (NPPF) in 2012, and the new challenges and opportunities for Brent, it has been necessary to undertake a further consultation on revised policies.

## What is a Local Plan?

**1.2** The Local Plan will replace Brent's Unitary Development Plan 2004. The council is required to prepare the Local Plan by the Planning and Compulsory Purchase Act 2004 (as amended), and it will provide a strategic planning framework for the borough, guiding change to 2029 and beyond. When fully adopted, Brent's Local Plan, together with the London Plan and any adopted Neighbourhood Plans, will form the statutory Development Plan for the borough.

**1.3** The Local Plan will be made up of a number of documents. This includes this Development Management Policies document, as well as the Core Strategy, Site Specific Allocations Development Plan Document, the Wembley Area Action Plan and the joint West London Waste Plan.<sup>(1)</sup> The Local Plan will also include more detailed guidance in the form of Supplementary Planning Documents. The documents that make up the Local Plan are illustrated in Figure 1.1 'Documents that form the Local Plan'.



**Figure 1 : Documents that form the Local Plan**

<sup>1</sup> It is anticipated that the Wembley Area Action Plan and the West London Waste Plan will be adopted later in 2014.

## What are Development Management Policies?

**1.4** This draft Development Management Policies document sets out the council's preferred options for detailed policies which will be used primarily for the determination of planning applications for development in the borough. As with the Core Strategy, it is guided by sustainable development principles and must be subject to a sustainability appraisal. In building upon and reflecting the Core Strategy, the document follows a similar structure. The draft policies and their supporting text are set out on a topic basis and relate to the objectives and strategic policies included in the Core Strategy. Chapter 11 'Delivery and Monitoring' shows the relationship between the objectives and policies and includes a set of indicators by which progress towards meeting the objectives is to be assessed.

**1.5** The Development Management Policies not only reflect the Core Strategy, and national planning policy, but also have to be in general conformity with the London Plan, the Spatial Development Strategy for Greater London. Currently there are proposals to alter the London Plan and these have been taken into account in drawing up the Development Management Policies. The London Plan also gives rise to the need for policies which reflect regional objectives at the local level.

**1.6** At this stage the proposed policies are the council's preferred options and are shown in the blue boxes. The sustainability appraisal has been fundamental to the process of coming up with the preferred options by assessing these against any realistic alternative options. The council would like to know what you think about the preferred options, e.g. whether they are supported or whether you think that there an alternative approach is preferable.

## 2 Town Centres

### Introduction

**2.1** Town centres play a fundamental role in the borough. Their primary function is to meet the needs of local residents through the provision of convenience and comparison shops. They can also provide a wide range of services and agglomerations of activity and act as community hubs. Many of Brent's centres have a distinct sense of identity reflecting the character of their community. Ealing Road town centre has particularly grown in status and evolved as a specialist centre for Asian-led shopping, whilst Harlesden town centre has a multicultural offer in shops and services which reflects the local African-Caribbean population.

**2.2** Town centres face considerable challenges, as evidenced by the recent closure of many major high street retailers. These challenges include changing consumer behaviour; new forms of retailing, especially 'e-commerce' and car based out of centre retail and leisure development. This section builds on Core Strategy Policy 16 which established the town centre hierarchy and the sequential approach by providing detailed guidance for town centre uses. These policies seek to support the development of strong town centres with a healthy diversity of uses which will continue to meet the needs of Brent residents.

### Supporting Strong Town Centres

**2.3** Policy DMP 1 'Supporting Strong Town Centres' seeks to ensure Brent's town centres provide customer choice and a diverse retail offer as required by the NPPF and London Plan. To ensure town centres continue to meet the borough's comparison and convenience retail needs, a review was undertaken of retail frontage targets contained within the UDP. The findings in the Town Centre Background Report (2013) support a target of no more than 40% of the proportion of primary frontage being in non-retail use. This allows for some diversity in use, whilst ensuring retail remains the core function of Brent's town centres in keeping with the Mayor's draft Town Centres SPG (2013). A wider range of main town centre uses will be allowed in the secondary frontage.

**2.4** To promote the vitality of town centres it is crucial edge and out of centre retail development does not undermine their regeneration, or the town centre hierarchy. The NPPF sets a default threshold of 2,500 sqm for retail impact assessments, but advises local authorities should consider setting a locally appropriate threshold. Based on an assessment of known proposals relative to the scale of town centres, Brent Council feel that the national threshold would potentially allow for developments which could cause harm to Brent's town centres, and as such a local threshold of 500 sqm gross retail floorspace is required.

**2.5** The council will encourage meanwhile uses that support a town centre's retail, leisure, tourism and creative offer. Meanwhile use is the temporary use of vacant buildings or land for a socially beneficial purpose until such a time that they can be brought back into commercial use again. It makes practical use of the 'pauses' in property processes, giving the space over to uses that can contribute to quality of life and better places whilst the search for a commercial use is ongoing. Bringing an empty property back into use maintains levels of activity on a street, visual attractiveness and supports the vitality of a centre. Meanwhile use is not the same as a normal temporary lease or license because it recognises that the search for a commercial use is ongoing.



**DMP 1****Supporting Strong Town Centres****Diversity of uses**

Main town centre uses will be acceptable within designated frontage, subject to policy DMP 2 'Non-Retail Uses', provided the following criteria are met:

- a. The proposed use would not increase the proportion of non-retail frontage to over 40% of the primary frontage;
- b. If vacancy rates exceed 10% of primary frontage then changes of use to non-retail may be permitted up to a maximum of 50% of the primary frontage; and
- c. The proposal provides, or maintains, an active frontage within the primary frontage.

The council will allow unviable secondary frontage on the periphery of town centres to be redeveloped for housing, providing a satisfactory residential environment and high quality of design can be achieved.

**Retail Impact Assessments**

In order to ensure that full consideration is given to the scale of retail development and whether this would have any significant adverse impacts, proposals involving 500 sqm gross retail floorspace or above, which do not accord with the Local Plan, should be accompanied by a Retail Impact Assessment.

**Meanwhile Uses**

The use of vacant sites or buildings for occupation by temporary uses that will benefit a town centre's retail, leisure, tourism and creative offer will be supported, providing the impact on the amenity of adjoining uses is acceptable.

**2.6** This policy applies to town centres, including major, district and local centres. Proposals which will increase the proportion of non-retail frontage to over 40% of the primary frontage in these centres will be refused, unless vacancy rates exceed 10% of primary frontage then changes of use to non-retail may be permitted up to a maximum of 50% of the primary frontage. The proportion of frontage is calculated based on the length of the primary frontage in metres. Providing this criteria and policy DMP 2 'Non-Retail Uses' are satisfied main town centre uses, as defined in the NPPF, will be acceptable in designated frontage. Uses which are not defined as main town centre uses and therefore would not be acceptable include general industrial (Use Class B2), storage or distribution (B8) and residential (C3).

**2.7** As an exception the conversion of peripheral secondary frontage to residential development will be supported where this would support the vitality and viability of the town centre. Developers will be required to demonstrate that the frontage is unviable by providing evidence that the unit has been vacant for a year despite an active marketing campaign, or that vacancy levels are such that uses could reasonably be relocated elsewhere in the centre. Marketing must be through a commercial agent at a price that genuinely reflects the market value in relation to use, condition, quality and location of floorspace. A professional valuation of the asking price and/or rent will be required from at least three agents to confirm that this is reasonable. It will not be accepted uses could reasonably be relocated to the primary frontage if this would result in the proportion of frontage in non-retail

use exceeding the threshold established in this policy. Frontage will be considered peripheral where it is outside of the primary shopping area (primary and adjoining or closely related secondary frontage) and its conversion would not result in residential development between frontage in main town centre use.

### **Non-Retail Uses**

**2.8** Non-retail uses can add to the vitality and vibrancy of centres providing they contribute to a diverse town centre offer, and are not poorly located or designed so as to negatively impact on local amenity. This policy establishes the factors the council will consider when determining an application for such uses, including potential negative impacts such as litter, undue smell, odours, noise and nuisance and if they have been adequately mitigated against. In addition, amenity and traffic safety problems which can be caused by minicab offices and similar operations.

**2.9** The Mayor's Draft Town Centres SPG (2013) provides guidance on the implementation of London Plan town centre policies. The SPG highlights the importance of the planning system in helping to manage clusters of uses in the interests of having diverse and, therefore more vital and viable town centres. National and local evidence outlined in the report A Fair Deal: Betting Shops, Adult Gaming Centres and Pawnbrokers in Brent (2013) indicates that the representation of these uses in town centres has increased significantly, and in some cases this has already led to their over-concentration in Brent's centres. To ensure that shopping areas are diverse and balanced this policy sets a limit on the proportion of these uses within town and neighbourhood centres. In addition, to prevent clustering and ensure these uses do not dominate any single length of frontage, a limit is set on the proximity of these uses to each other.

**2.10** The NPPF states planning policy is to take account of and support local strategies to improve health, social and cultural wellbeing. Local studies have found that takeaways and shisha cafés are impacting negatively on the health of Brent residents, particularly young people. National and regional planning policy and a growing evidence base supports the need to prevent an over-concentration of takeaways due to health implications, as outlined in detail in the Takeaway Policy Background Report (2013). This is of particular relevance as the Joint Strategic Needs Assessment for Brent highlights key health and wellbeing challenges as including cardiovascular disease, diabetes, and rising levels of obesity amongst young people, all of which can be linked to a poor diet. Preventing an over-concentration of takeaways and restricting their proximity to secondary schools and further education establishments will make an important contribution to promoting healthy eating in the borough and reducing health inequalities.

**2.11** To gather robust baseline data to help inform Brent's strategic plans around tackling youth tobacco use, Brent Council and NHS undertook The Brent Young Persons Cigarette and Shisha Audit (2012). The audit outlined the negative health impacts of smoking shisha and found students from a school that had more than one shisha café within a 0.5 mile radius were twice as likely to be current shisha smokers than students from schools that had no shisha cafés within a 0.5 mile radius. Accordingly, to support local health strategies as required by the NPPF, this policy sets a limit on the proximity of shisha cafés to secondary schools and further education establishments.

## DMP 2

### Non-Retail Uses

#### Managing impact on amenity

A3, A4 and A5 uses will be directed to town centres provided that they do not result in an over-concentration of such uses. Proposals will be determined taking into account the following considerations relating to their impact on local amenity:

- a. the level of parking and traffic likely to be generated, with particular regard to the impact of on-street parking and waiting at A5 takeaway uses;
- b. the effectiveness of measures to mitigate litter, undue smell, odours and noise from the premises, including the satisfactory arrangement of flues; and
- a. the likelihood of nuisance and anti-social behaviour resulting from the proposed use including any cumulative impacts.

Where appropriate, conditions will be applied to permissions to minimise any negative impacts of the proposed use.

Mini-cab offices and similar operations will only be permitted if they would not cause traffic safety problems, and sufficient off-street parking can be provided. Noise insulation will normally be necessary if there are adjoining residential properties.

#### Betting Shops, Adult Gaming Centres and Pawnbrokers

Planning permission for betting shops, adult gaming centres and pawnbrokers will be refused where it will result in:-

- more than 4% of the town or neighbourhood centre frontage consisting of betting shops;
- more than 3% of the town or neighbourhood centre frontage consisting of adult gaming centres or pawnbrokers/payday loan shops;
- there being fewer than 4 units in an alternative use between each betting shop, adult gaming centre and pawnbrokers/payday loan shops.

#### Takeaways

Planning permission for a takeaway will be refused where it will result in:-

- an A5 use being within 400 metres of a secondary school or further education establishment;
- more than 6% of the units within a town or neighbourhood centre frontage consisting of A5 uses;
- there being less than two non-A5 units between takeaways; or
- where it would result in highway safety problems due to on-street parking in front of the premises.

Policy WEM 26 in the Wembley Area Action Plan applies to takeaways in Wembley and Wembley Park centre.

### Shisha Cafés

No further Shisha Cafés will be permitted within 0.5 miles of a secondary school or further education establishment.

**2.12** To ensure A3, A4 and A5 uses don't impact negatively on local amenity conditions may be applied relating to opening hours, delivery times, use of forecourts and rear areas, the disposal of refuse, orientation of extract ducting, ventilation, vibration and/or noise insulation. In addition uses which generate significant levels of traffic such as mini-cab offices will only be considered acceptable if they would not cause traffic safety problems. Consideration will also be given to policy DMP 18 'Air Quality'.

**2.13** To ensure town and neighbourhood centres aren't overly dominated by particular uses this policy sets a limit of no more than 4% of the proportion of frontage to consist of betting shops, and 3% to consist of adult gaming centres or pawnbrokers/payday loan shops. This is to be calculated based on the proportion of the length of frontage in metres. In addition no more than 7% of units within a frontage are to consist of takeaways. This limit has been set taking into account existing levels of provision, and an appropriate level which will allow for a diversity of uses. In addition to ensure there is not an over-concentration of these uses within any single length of frontage the policy seeks to prevent adult gaming centres, pawnbrokers, betting shops and takeaways locating in close proximity to a unit in the same use. Brent's town centre health checks indicate in the borough pawnbrokers often also provide a payday loan service, and these uses are often indistinguishable from each other, therefore for the purposes of this policy the term pawnbrokers is inclusive of payday loan companies. Betting shops and pawnbrokers are use class A2, meaning that in many cases premises could be converted without the need for planning permission. In the absence of amendments to the use class order, alongside this policy the council will seek to introduce an Article 4 Direction removing permitted development rights for these uses.

**2.14** In light of findings in the Takeaway Policy Background Report (2013) and Brent Young Persons Cigarette and Shisha Audit (2012) the council will resist applications for takeaways within 400 metres of a secondary school or further education establishments, and shisha cafés (including alterations to allow premises to function as a shisha café) within a 0.5 mile (804.6m) radius of a secondary school or further education establishment. Further education establishments deliver post-compulsory education for people over 16. The hot food takeaway policy applies to all town centres with the exception of Wembley and Wembley Park, which are covered by policy WEM 26 in the Wembley Area Action Plan.

### Neighbourhood Centres and Isolated Shop Units

**2.15** Outside of town centres, neighbourhood centres and isolated shop units provide convenient access to goods and services which are needed on a day to day basis. The NPPF states policies should plan positively for the provision of local shops and services to enhance the sustainability of communities. Furthermore, the London Plan recognises convenient access to goods as being important in securing 'lifetime neighbourhoods' - places that are welcoming, accessible and inviting to everyone regardless of age, health or disability and which provide local facilities available to all. To promote sustainable communities the loss of retail and services will be resisted in under-served areas.

## DMP 3

### Neighbourhood Centres and Isolated Shop Units

Development resulting in the loss of A1, A2 (excluding betting shops and pawnbrokers), A3 or A4 uses in neighbourhood centres or isolated shop units outside designated town centres will not be permitted unless the centre or unit:

- a. is within 400 metres of equivalent alternative provision;
- b. has been vacant for a period of more than 12 months and robust evidence is provided of efforts made to market the unit over that period at an appropriate rent; or
- c. the proposal will provide a community facility for which there is a demonstrable need.

Where a loss is acceptable the most appropriate alternative use would be affordable housing, providing a satisfactory residential environment and high quality of design can be achieved.

**2.16** The loss of A1, A2 (excluding betting shops and pawnbrokers), A3 or A5 uses outside of town centres will be resisted where it will have a detrimental impact on the ability of local people to access basic goods and services. Development resulting in the loss of local retail and service provision will not be permitted unless there is alternative equivalent provision within 400 metres, a 10 minute walk for an able bodied person, which is considered a reasonable walking distance to access convenience shopping and local services. Alternative provision could be located within primary and secondary frontage, other neighbourhood centres or isolated shop units. Provision will be considered equivalent where it provides a similar offer which meets the same need, such as the need for fresh food or a financial service. Alternatively, marketing evidence will be required demonstrating an active marketing campaign for a continuous period of at least a year whilst the premises were vacant or in Meanwhile Use, which has shown to be unsuccessful. Marketing must be through a commercial agent at a price that genuinely reflects the market value in relation to use, condition, quality and location of floorspace. A professional valuation of the asking price and/or rent will be required from at least three agents to confirm that this is reasonable. A change of use to a community facility such as a community centre or Police Shop will be permitted where it can be demonstrated there is a need for such provision. Demonstration of need must include evidence of consultation with service providers and the local community and an audit of existing provision within the local area.

**2.17** Where a loss of retail or local service is allowed, the most appropriate alternative use would be affordable housing. In considering applications for alternative uses, particular regard will be given to the possible effect on the amenity of adjoining residential properties.

### Town Centre Design and Infrastructure

**2.18** If the council's objective of maintaining and enhancing the vitality and viability of established town centres is to be achieved then, as well as regenerating them by securing appropriate development, there is also a need for other measures which will make the centres more attractive to shoppers and businesses. Policy DMP 4 'Town Centre Design and Infrastructure' provides guidance on elements which contribute to the quality of the town centre, including shopfronts which are of particular importance to the character of a centre. Policies relating to rear servicing and forecourts are to ensure a pleasant and accessible town centre environment. Rear servicing is encouraged to alleviate traffic congestion, and reduce vehicle/pedestrian conflict.

**DMP 4****Town Centre Design and Infrastructure****1. Shopfronts**

Shopfronts shall contribute to the attractiveness, safety and vitality of the town centre and avoid blank frontages to the street. The council will expect proposals for new shopfronts and alterations to existing shopfronts to demonstrate a high quality of design, which complements adjoining properties and the building of which it forms a part. The following considerations will be applied in determining planning applications for new shopfronts.

- a. Shopfronts should employ materials of high quality and durability, that are compatible or complementary in colour and texture, to the surrounding area.
- b. Blinds, canopies or shutters, where acceptable in principle, must be appropriate to the character of the shopfront and its setting and allow a view of the shop during closed hours (except in the case of open-fronted shops).
- c. Illumination to shopfronts must be sited and designed so as not to cause visual intrusion from light pollution into adjoining or nearby residential properties.
- d. Shop signage should generally be limited to the strip above the main shopfront, not encroach on upper stories and not have more than one projecting sign. The council will resist proposals for further advertising additional to the name of the shop.
- e. New shopfronts must be designed to allow equal access for all users.
- f. The council will resist the removal of shopfronts of architectural or historic interest.

**2. Extensions**

Extensions should retain adequate space for secure storage and rear servicing. Front extensions should not breach the established building line within existing shopping parades, including that on upper storeys.

**3. Rear Servicing**

Proposals should provide, retain and, where necessary, improve facilities for rear servicing by vehicles of retail and service outlets.

**4. Forecourts**

Planning permission for forecourt trading will be granted only where such development (including any means of enclosure that may be required by the relevant licensing authority) will not cause obstruction to pedestrians, prams, disability groups nor result in an adverse effect upon the character and appearance of the area in which it is to be located.



**2.19** To ensure shopfronts are of a high quality design which enhance the appearance of town centres they must be in keeping with the Shopfront Design Guide SPG which supplements this policy and provides more detailed guidance. Advertisements which include awnings, hoardings, illumination of hoardings, illuminated fascia signs, free-standing display panels, and estate agent boards, will also be subject to policy DMP 12 'Public Realm'.

**2.20** Section 4 of the policy relates to forecourt trading. Forecourt trading is not to result in clutter which will make the street difficult to navigate. A cluttered street can cause particular issues for disability groups including wheelchair users and the partially sighted. To prevent conflict forecourts should be clearly delineated from the main pavement and allow sufficient space for the free flow of pedestrians. As established in the council's planning guidance on layout standards, a width of 3.5 metres is to be maintained on the footway in front of town centre shops.

### **Markets and Carboot Sales**

**2.21** Brent currently benefits from a range of markets including Kilburn Square, Church Road and Queen's Park. As highlighted by the Portas Review (2011) markets can make an important contribution to the vitality of town centres. They attract footfall, improve choice and provision, and provide important starting points for the establishment of new businesses by local residents. As such the NPPF states markets are to be retained and enhanced. However, if poorly designed or managed, markets and carboot sales can cause harm to surrounding areas. This policy establishes the factors the council will consider when determining an application for such uses.

## **DMP 5**

### **Markets and Carboot Sales**

The council will protect and promote markets by:

- a. resisting the permanent loss of existing retail markets unless comparable provision is made or there is no demand for continued market use;
- b. supporting the improvement of existing retail markets, including storage and preparation space for traders to meet public health requirements; and
- c. giving favourable consideration to proposals for new specialist, crafts and farmer's markets in town centres which help diversify provision.

When assessing planning applications for new markets and carboot sales consideration will be given to:

- a. any adverse impacts on local residents and environmental conditions;
- b. their impact on transport and pedestrian movement, including the effect on access and circulation, highways, parking and servicing;
- c. their effect on local centres and shopping provision; and
- d. recycling and refuse considerations.

Planning permission for new markets and carboot sales will be subject to a Servicing and Management Plan and Transport Statement or Assessment being agreed by the council.

**2.22** The council will resist the permanent loss of markets unless alternative, comparable provision is made nearby or it is demonstrated to the council's satisfaction that the level of demand means that the market is no longer economically viable. Where markets are temporarily closed for extended periods for redevelopment comparable temporary provision nearby will be strongly encouraged. Any redevelopment works should take into account the character, vitality and viability of the centre.

**2.23** As established in DfT guidance, Transport Assessments will be required for any development proposing 100 or more parking spaces; generating 30 or more two-way vehicle movements in an hour or 100 or more two-way vehicle movements per day. Proposals for new markets and carboot sales falling below this threshold must be subject to a Transport Statement.

**2.24** Applications for markets and carboot sales must be accompanied by site layout plans and Servicing and Management Plans. For carboot sales the layout plan should indicate vehicle trading areas, maximum number of vehicles, spacing and aisle widths (a minimum of approximately 20% of the total site area for circulation and an area of not less than 45sqm per car will be assumed, in addition to any spatial constraints imposed by other criteria). Servicing and Management Plans must include details of time and duration of the sale, arrangements for marshaling access, parking, servicing, safety measures and signage, with arrangements for the display and/or collection of sellers' details.

**2.25** Servicing and Management Plans for the operation of such sales should satisfactorily address the following considerations:

- a. The proposal should include adequate arrangements for the storage and/or collection of litter during the sales, as well as the disposal of rubbish afterwards;
- b. The scale of activity, in terms of the number of pitches, is not excessive;
- c. Any additional traffic generated by the sales would not cause unacceptable impact on the existing road network nor constitute a safety hazard;
- d. The access and parking arrangements for both trading and customer vehicles would not cause noise disturbance to nearby residents at unsociable hours; and
- e. In the case of carboot sales that provision for the parking of all trading vehicles is made on-site.

**2.26** Any permission granted for carboot sales would be for a limited period only (normally 18 months) and subject to a condition waiving an appropriate proportion of permitted development rights on the cessation of the planning permission. In all cases, permission will be made personal to a named person or persons, to ensure the responsibility and arrangements for the operation of the sale do not change without the knowledge and express consent of the planning authority.

**2.27** In addition to planning controls, the council manages proposals for new markets through its role in determining applications for street trading licenses.

### **Visitor Accommodation and Attractions**

**2.28** Culture and tourism activities make Brent a unique and exciting place to live, work and visit and contribute to the vitality and diversity of town centres. Brent contains tourist attractions including the National Stadium and Wembley Arena. In recognition of Wembley's importance as a visitor destination the stadium and surrounding area have been designated as a Strategic Cultural Area in the London Plan. Core Strategy policy CP 23 provides guidance on protecting existing cultural facilities, whilst the Wembley Area Action Plan provides detailed guidance for this area and encourages leisure, tourism and cultural uses within the Wembley Strategic Cultural Area. The purpose of policy DMP 6 'Visitor Accommodation and Attractions' is to provide further guidance to ensure visitor accommodation and attractions are appropriately located and inclusive. The NPPF identifies tourism development as a town centre use therefore in keeping with the sequential approach, this form of development is to be directed to town centres. Reflective of Wembley's importance as a tourist destination, visitor accommodation and attractions will also be encouraged in Wembley Strategic Cultural Area.

**2.29** The London Plan (2011) sets a target of achieving 40,000 net additional hotel bedrooms by 2026 across London, and latest projections indicate a requirement for 42,900 serviced visitor rooms by 2036. There is a need to ensure that the council's contribution to this target is balanced with providing space for homes to meet the



borough's housing requirements and does not have a negative impact on residential amenity and highway safety. Equally, there is a need to protect strategically important hotel capacity and also ensure visitor accommodation remains as such, and is not permanently occupied.

**2.30** Hotel development must aim to achieve the highest standards of accessible and inclusive design. In light of research which identified a shortage of accessible visitor accommodation London Plan (2011) policy 4.5 sets the requirement that at least 10% of new hotel rooms should be wheelchair accessible. In order to fully comply with policy 4.5 applicants are required to prepare Accessibility Management Plans and Design and Access Statements which are sufficiently detailed to demonstrate that inclusive access is integral to the design and that adequate choice of accessible room types is provided to all customers.

## DMP 6

### Visitor Accommodation and Attractions

Visitor accommodation and attractions will be encouraged in Wembley Strategic Cultural Area and in town centres in accordance with the sequential approach, providing proposals:

- a. do not compromise the supply of land for new homes and the council's ability to meet its housing targets;
- b. do not adversely affect residential amenity;
- c. do not create adverse environmental and traffic effects and provide adequate parking, road access and servicing for coaches and other vehicles undertaking setting down and picking up movements;
- d. are in accessible areas of good public transport, walking and cycling.

Proposals for hotel development must be inclusive and accessible and are to be accompanied by Travel Plans and Accessibility Management Plans.

Conditions will be applied to ensure visitor accommodation is not permanently occupied where relevant.

The council will resist developments which will result in the loss of strategically important hotel capacity.

**2.31** In addition to hotels visitor accommodation includes aparthotels, guesthouses, bed and breakfast accommodation, self-catering facilities and youth hostels. Conditions will be applied, where relevant, to ensure visitor accommodation is managed appropriately as short term accommodation and rooms are not occupied for periods of 90 days or more. It will be relevant to apply conditions to premises such as aparthotels, self-catering facilities and youth hostels to ensure they are not permanently occupied.

**2.32** Design and Access Statements are to be sufficiently detailed to demonstrate that inclusive access is integral to the design and, in the case of hotels, an adequate choice of accessible room types is provided to all customers. Applications for hotel development are required to be accompanied by an Accessibility Management Plan (AMP) to demonstrate that the management and operation of accessible rooms is considered from the outset of the design. An AMP is distinct from a Design and Access Statement as its purpose is to ensure accessibility and inclusion are monitored and maintained throughout the life of the development. Both are to be prepared to be in keeping with the criteria set out in appendix C the Mayor's draft Town Centres SPG.

**2.33** Strategically important hotel capacity, defined in the London Plan as typically comprising development exceeding 15,000m<sup>2</sup>, will be protected. Brent's strategic hotel capacity is primarily located in Wembley.

### **Evidence Base**

Brent Young Persons Cigarette and Shisha Audit (2012), London Borough of Brent and NHS Brent

Retail Impact Assessments Background Report (2012), London Borough of Brent

A Fair Deal: Betting Shops, Adult Gaming Centres and Pawnbrokers in Brent (2013), London Borough of Brent

Takeaway Policy Background Report (2013), London Borough of Brent

Town Centre Background Report (2013), London Borough of Brent

Understanding the demand for and supply of visitor accommodation in London to 2036 (August 2013), Greater London Authority Economics

## 3 Built Environment

### Introduction

**3.1** The London Borough of Brent forms part of London's urban/suburban fringe and reflects a complex and varied mix of architectural styles and urban design. As is typical of much of London, there is a multi-centred structure from amalgamated villages. Main roads well-defined by densely developed frontages, link the main town centre districts to each other and the wider north/west London area.

**3.2** Brent's development has tended to reflect its accessibility from London. The British Rail lines and the Metropolitan Railway enabled suburban 'Metroland' development boosted by the British Empire Exhibition in Wembley Park in 1924/25. Much of the architecture of Brent reflects the styles of these times. As a result, buildings in Brent display a wide variety of local design characteristics. This variety has been added to by new cultural groups who have introduced new architectural styles, an example of which is the Swaminarayan temple in Neasden. The wide range of environmental conditions within the Borough include:

- Well-planned leafy suburbs
- Dense 19th-century inner city housing
- Two of London's largest industrial estates; Wembley & Park Royal
- Wembley Growth Area where a large proportion of Brent's housing growth is focused
- A large number of district and local shopping centres of varying quality

**3.3** Much of the planned growth in Brent has, in the past, focused on the post-war housing estates. In the main this regeneration has been completed apart from at South Kilburn which will continue to be a significant regeneration area for a number of years. About half of the potential for regeneration and housing growth is now being delivered at Wembley which is the borough's main Growth Area. The other significant character of planned development is the mixed use redevelopment of declining and underutilised industrial estates such as Alperton and Burnt Oak/Colindale. The Growth Area boundaries are shown in Brent's Core Strategy and specific developable sites are identified in the Site Specific Allocations DPD. The Wembley Area Action Plan includes specific design policy, and identifies development sites, for the Wembley Regeneration Area.

**3.4** A challenge for Brent, identified in the Core Strategy, is to ensure that all development is of a high design quality. This section supports the Core Strategy and NPPF aim of delivering sustainable places as design is a key aspect of sustainable development and will contribute to achieving Brent's economic, environmental and social strategic objectives. It also builds on Core Strategy Policy CP 17 which seeks to protect Brent's distinctive character from inappropriate development.

### Achieving Design Quality

**3.5** Core Strategy policies CP 5 and CP 6 set out Brent's strategic approach to design and placemaking in identified areas of the borough where high levels of growth are anticipated. This section sets out how planning decisions will be made in support of these Core Strategy policies as well as for economic and housing growth, regeneration and the borough wide challenge of achieving a high quality built environment. A high standard of design of buildings and spaces will need to be achieved incorporating effective urban design measures and the introduction of landscape improvements and enhanced biodiversity.

**3.6** The NPPF supports the refusal of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions. Brent's Design Review panel supports the achievement of high quality design by providing independent and constructive advice to inform design and decision

making. London Plan policies 7.3 Designing out Crime, 7.4 Local Character, 7.5 Public Realm, 7.6 Architecture and 7.7 Location and Design of Tall and Large Buildings in particular provide both strategic and decision making criteria against which proposals affecting the built environment will be measured.

**3.7** The London Housing SPG and other guidance such as CABI publications (now part of the Design Council) and Secured By Design should also be referred to to inform high quality design.

**3.8** The following two policies provide the principles which will enable Brent to secure the quality of urban design and architecture sought by existing residents. Proposals will be assessed against the points as appropriate and Design & Access statements should be utilised to explain how the design principles have been incorporated. SPD17 *Designing Brent* provides detailed guidance to demonstrate how these principles should be successfully achieved. For householder alterations and extensions reference should be made to emerging SPD5.

**3.9** The first policy sets out urban design principles while the second is directed specifically at the design and architectural quality of proposals. This policy is applicable to all types of development throughout Brent.

## DMP 7

### Urban Design

Successful new developments must be designed to create integrated, inclusive, legible, attractive and safe places and will:

- a. create or enhance an urban pattern that is connected, permeable and legible, and is attractive and functional at a human scale
- b. ensure a clear distinction between public, semi-private and private space.
- c. respect the form and rhythms of the street of which it is a part, by reflecting or responding to the established building lines and spacing;
- d. reduce crime and fear of crime by providing natural surveillance through design;
- e. improve and prioritise movement by foot, bicycle and public transport and enable accessibility to all; and
- f. have regard to the natural context including landscape character, topography and trees and include coordinated and integrally designed landscaping as a natural setting for all buildings.

**3.10** The appropriate urban grain will be specific to the suburban or urban character of the particular area, and to ensure the proposal respects the form and rhythms of the street the wider setting of the site needs to be explored and understood. The principles of connection, permeability and legibility and designing safe environments with natural surveillance will be applicable in all instances.

**3.11** While accessibility is a design issue it is also influenced by other factors including location and transport, as such the criteria in DMP 9 'Inclusive and Accessible Design' and DMP 27 'Cycling and Walking' in particular will also be applicable.

**3.12** The natural landscape setting must be an early consideration in the design process, proposals should be informed by the natural landscape character, topography and trees and must also be designed with regard to the detailed criteria in DMP 11 'Urban Greening, Landscaping and Trees'.

## DMP 8

### Design Principles

New buildings and extensions or alterations to existing buildings, will be required to be of a high standard of sustainability and architecture and sensitively contribute to the immediate context and a distinctive local character. Proposals in Brent will be expected to demonstrate the following principles:

- a. **Scale:** Consider the existing character and context and be of an appropriate and complementary scale, massing and height in relation to its immediate and strategic context;
- b. **Extensions and outbuildings:** In the case of an extension or outbuilding development, have regard to the quality, character and scale of the principal building, preserving its predominance as well as respecting the surrounding established context including the quality and size of gardens;
- c. **Backland:** Where development of a backland site is acceptable, respect the grain and nature of the predominant street character and be subservient to the frontage development;
- d. **Positive local design:** Respect and where appropriate refer to positive local design and Brent's historic environment;
- e. **Architectural style:** Exhibit a rigorous and well-considered application of the principles of any chosen style or architecture to make a positive contribution to the character of the area;
- f. **Tall buildings:** In the case of tall buildings, achieve exceptional design standards;
- g. **Streetscape:** Have an attractive and complimentary presence in the streetscape, with a direct relationship to the street level and a defined recognisable entrance;
- h. **Materials:** Ensure sustainable buildings through the application and use of high quality materials;
- i. **Amenity:** Maximise levels of daylight/sunlight for existing and future occupants through considered site layout and provide or maintain appropriate levels of outlook and privacy;
- j. **Building services:** Give early and appropriate consideration to the design and location of building services equipment to complement the overall design composition and protect neighbouring amenity.

**3.13** Developments should be designed from the start with regard to DMP 22 'Renewables and Decentralised Energy' and DMP 23 'Overheating and Cooling'.

**3.14** To determine the appropriate scale of a development the density matrix (reference) is an important consideration, which sets out a range of appropriate densities dependent on the character of the area and its public transport accessibility level (PTAL). Proposals must also be informed by their surroundings; the existing context of a site will, to a significant extent, define the appropriate form and scale of development. Proposals should be laid out to ensure that buildings and spaces are of an appropriate scale, design and relationship to each other, including appropriate proportion of building footprint to the site reflecting contextual precedents.

**3.15** Alterations and extensions to buildings including to residential buildings and outbuilding developments must be designed to compliment and not dominate the main building; detailed guidance is provided in SPD5.

**3.16** The development of a backland site will not be acceptable where it would conflict with policy CS17 *Protecting and Enhancing the Suburban Character of Brent*. Where the characteristics of a site mean that the principle of its development would not be detrimental to Brent's distinctive character the proposal must be subsidiary to the frontage development. Access arrangements which would cause significant nuisance to neighbouring properties will not be permitted. 'Tandem' developments (backland housing sharing a frontage house access) will not be permitted.

**3.17** New design does not need to replicate the surrounding character but it will often be appropriate to reflect positive local design. Where a proposal affects any of Brent's historic assets the relevant criteria in DMP 13 'Heritage' will need to be considered.

**3.18** The height at which a building will be identified as 'tall' is dependent on the character of the area, if it is notably taller than neighbouring buildings it will be considered tall in that particular context. Tall buildings must be justified by the best design. Suitable locations for tall buildings and expectations for their design are identified in the Core Strategy, Wembley Area Action Plan and SPD17.

**3.19** Development must ensure a high standard of accommodation is achieved and that neighbouring amenity is not harmed, providing a satisfactory level of sunlight, daylight, privacy and outlook from within dwellings as well as protecting the quality of amenity spaces. DMP 10 'Protecting Amenity' is also concerned with amenity. Similarly developments should not unreasonably prejudice the development of adjacent sites for example in the positioning of habitable room windows.

**3.20** Building services equipment needs to be considered from the outset of the design process. All air-cooling, heating, ventilation, extraction and conditional systems, as well as any ancillary plant, ducting and equipment, should in the first instance, be accommodated within the internal envelope of proposed buildings. Where this is not practicable they should be located in visually inconspicuous positions, with a minimal effect on the use, character & appearance of proposed and nearby buildings, and local amenity. Where building services equipment cannot be satisfactorily relocated or 'designed-out' through the use of passive systems, then it should be considered as part of an overall integrated architectural design.

## **Inclusive and Accessible Design**

**3.21** The NPPF and London Plan Policy 7.2 highlight the need for developments to be designed and located to be inclusive and accessible, this is supported by the concepts of Lifetime homes and Lifetime neighbourhoods also promoted by the London Plan and the Mayor's SPG: Accessible London: Achieving an Inclusive Environment.

**3.22** Brent's Core strategy identifies the accessibility of public transport, jobs, shops, community facilities and housing as being strategically important and includes policies to guide the location of certain types of development. The physical design, as well as the location of buildings and spaces, has a significant impact on accessibility and whether a development succeeds in being inclusive. Inclusive design understands and makes provision for the different and changing needs of Brent's diverse population. Responsive buildings and landscapes are designed from the outset to be flexible and adaptable to the changing requirements of their occupants and users' needs. Poorly designed or located buildings can lead to the exclusion of certain groups or individuals. The requirements for housing are set out in detail in DMP 40 'Housing Standards and Quality'.

## DMP 9

### Inclusive and Accessible Design

New developments and alterations to buildings and the public realm should be designed to be inclusive and accessible, free from physical and psychological barriers, enabling equitable access for all of Brent's residents to facilities, services and new developments. In particular:

- a. public buildings and spaces should demonstrate that they can be accessed and used easily regardless of any disability, age, gender, ethnicity or economic circumstances;
- b. all non-public developments should meet high standards of accessibility; and
- c. car-parking should be provided in safe and accessible locations for disabled people.

**3.23** Consideration must be given to access at the start of the design process of new developments to ensure that public buildings and spaces are fully accessible in their location, physical design and in terms of overall legibility. Design & Access statements are the appropriate place in an application submission to demonstrate how this is achieved by a proposal and how it will continue to be managed. For design of the public realm regard should be had to DMP 12 'Public Realm'.

**3.24** Non-public buildings will also be expected to achieve high standards of inclusion and accessibility; developments will need to integrate successfully with the public realm following urban design principles and achieve current targets or best practice standards for accessibility relevant to their development type.

**3.25** The need for the conservation of heritage assets will be balanced against the access requirements of people with restricted mobility in accordance with DMP 13 'Heritage'. This may apply in Conservation Areas but is also likely to arise with Listed Buildings and sensitive or bespoke design solutions will need to be considered. The accessibility of facilities is also determined by their physical location, proposals for new or expanding community facilities should follow the criteria in DMP 45 'Location and Design of Social Infrastructure'.

**3.26** In all new proposals the provision of disabled car-parking spaces should be in line with minimum standards of DMP 29 'Parking', to ensure fair and easy access to facilities, services and new developments.

### Managing the impact of development on amenity

**3.27** In support of the management of sustainable development, to maintain and enhance a high quality environment where people want to live and work, the following policy provides detailed criteria to ensure the protection of amenity of existing and future occupants throughout the borough. London Plan Policy 2.6 pays special attention to the quality of life that outer London can provide highlighting it as key to its future success. This policy will be applicable to residents and other building occupants and is relevant both during construction and over the lifetime of a development.

**3.28** This policy will be used to assess the impact of new developments on existing neighbours as well as assessing whether or not a site is suitable for a proposed sensitive use.



**DMP 10****Protecting Amenity**

All development proposals must be designed to provide an acceptable quality and quantity of amenity for future occupiers and should protect the amenity enjoyed by existing neighbours, development proposals should:

- a. maximise daylight and sunlight for future users and maintain acceptable levels for existing neighbours;
- b. provide acceptable levels of privacy and outlook for future users and maintain acceptable levels for existing neighbours;
- c. prevent excessive spillage of artificial light to avoid unacceptable nuisance through light pollution;
- d. protect and maintain the quality and appropriate quantity of amenity space;
- e. control noise and vibration to minimise disturbance; and
- f. not result in unacceptable levels of odour, fumes, dust or other air pollution.

**3.29** The design of a development, in particular, layout, proximity and height, can impact on the quality and quantity of daylight and sunlight enjoyed by existing neighbours and future occupants. In conjunction with DMP 8 'Design Principles' the impact on daylight and sunlight needs to be considered at the start of the design process. SPD 17 provides practical advice to ensure this is achieved with reference to BRE standards. Similar consideration must be had for privacy and outlook, where harm to either can be both actual and perceived.

**3.30** Artificial light can significantly enhance the night time character of the built environment to create attractive and safe places, it can also be necessary to enable the evening use of outdoor facilities. However, it is important that the design and level of illumination does not result in harm to amenity or a nuisance for neighbouring occupiers or detrimentally affect biodiversity.

**3.31** Noise and vibration can detrimentally impact upon residential amenity, quality of life and health. DMP 17 'Noise & Vibration' and its supporting text provide details of different uses which can cause noise and vibration. Mitigation measures may be needed for noise and vibration producing developments either physical or control of operating hours. Similarly, new residential developments may require substantial levels of noise and vibration mitigation to ensure acceptable standards of residential amenity are achieved and post completion testing will be required.

**3.32** Construction work and vehicular activity can result in noise and vibration disturbance for residential neighbours this may be managed by the council by requiring the developers of potentially disruptive developments to sign up to the Considerate Constructors scheme, this is likely to include major developments and proposals for basements.

**3.33** Where significant excavation is proposed to take place near to other buildings further information may be required to demonstrate appropriate regard is being given to the structural stability of neighbouring buildings.



**3.34** Uses which produce odour can be detrimental to neighbouring occupants, including but not limited to residential uses. It will occasionally be appropriate to consider the impact of proposed development on the amenity of the users of non residential buildings or spaces where people spend a large amount of time such as office environments. Much of Brent suffers from poor air quality and DMP 18 'Air Quality' provides more specific detail in relation to this.

## **Landscaping and Trees**

**3.35** The landscape of a site and the street frontage provide the setting for buildings; it helps to integrate architecture with the urban landscape and makes an essential contribution to the character of an area. To protect the distinctive character of Brent, and to create successful and sustainable new places, there should be consideration of the use and integration of soft landscaping, including trees, at an early stage in the design process.

**3.36** Trees and soft landscaping are also an important part of the built environment for the many benefits they provide; mitigating effects of climate change and improving air quality through reducing the amount of carbon dioxide released into the atmosphere and filtering of airborne pollution and particulates; shade and cooling of hard surfaces; intercepting and storing water, reducing the impact of stormwater and risk of flooding; reduced noise pollution through filtering direct passages of noise and acting as a buffer; and biodiversity as trees and shrub cover provide valuable wildlife habitats and natural links between green spaces.

**3.37** London Plan Policy 5.10 supports and promotes urban greening. An element of urban greening is required from all new developments, including tree planting, green roofs and walls, soft landscaping, gardens, communal open areas, spaces between buildings and wildlife habitats.

**3.38** This policy will be applicable to all proposals involving landscaping which will include new developments, extensions and alterations as well as developments affecting public spaces. This policy supports the Core Strategy objective of delivering sustainable development, improving Brent's environment as well as supporting the emerging borough tree strategy. Applicants are advised to seek professional advice from a qualified landscape architect.

**DMP 11****Urban Greening, Landscaping and Trees**

All development should contribute to urban greening and the borough's landscaping and trees will be protected and enhanced where appropriate by:

- a. requiring a design which reflects and enhances the proposed use of the building and the needs of its users, the natural character of the locality and surrounding buildings including soft landscaped frontages, boundary treatments and the retention/reinstatement of features of landscape character;
- b. expecting the protection and retention of good quality existing trees, mature shrubs and hedges that make a significant contribution to the streetscape and requiring detailed specification for new planting, promoting native species, and including like for like or a higher quality of replacement trees;
- c. the provision of living roofs and walls;
- d. requiring management and/or maintenance plans;
- e. ensuring a coordinated and appropriate approach to landscape/street furniture to provide an amenable, safe and attractive landscape;
- f. requiring all hard surfacing to be good quality in its appearance, durable and be porous or have appropriate run-off; and
- f. the use of Tree Protection Orders.

**3.39** The appropriate treatment of front gardens is essential to the protection of the character of the borough's residential areas and is a particularly important consideration in conservation areas. Traditional or characteristic features may include elements such as brick boundary treatments, paths and hedges and usually at least 50% of a front garden will be expected to be soft landscaping. Outside of conservation areas there may be exceptional circumstances where a smaller proportion of soft landscaping would be acceptable, for example, where the front curtilage is very small or where a very poor quality front garden is being improved.

**3.40** The council is committed to retaining and preserving the best of the borough's landscape which has taken years to reach maturity, and will ensure that all new developments make a positive and continuing contribution to the borough's landscape character. Through the use of conditions and legal agreements the council will seek to protect and retain good quality trees, shrubs, and hedgerows, these may be both in and outside of the site. It will need to be demonstrated that appropriate measures, in line with BS 5837:2012 (or most recent standard) will be in place to protect them from damage during and after construction. Details of such arrangements are expected to be provided in a Landscape Method Statement. Developments involving significant excavation such as basements will be expected in all cases to provide this detail upfront.

**3.41** All schemes will be expected to enhance a development site with new soft landscaping, including where existing soft landscaping is to be retained. The quality and suitability of new planting is crucial to ensuring the ongoing sustainability of the borough's landscape, native species will be appropriate and the use of semi-mature or advanced nursery stock will be particularly important for screening and boundary treatments. The resistance of species to drought should also be a consideration. Details such as soil depth will be required for planters or where soft landscaping is proposed above a basement for example.

**3.42** All types and sizes of developments should include living walls or roofs where feasible as required by LP policy 5.11 for the numerous benefits they can deliver such as mitigating climate change, improving the energy performance of a building, biodiversity gains and amenity. Roofs can serve multiple functions; where roof space is required to provide amenity space it will also be expected to dedicate space for soft landscaping which would preferably include an area of green roof, it may also provide opportunity for food growing in line with DMP 14 'Protection of Open Space'. The Mayor's SPG on Sustainable Design and Construction provides further guidance and links to technical design advice.

**3.43** Ensuring adequate maintenance and management schemes for landscape is of particular importance and will be required by condition if not provided at the time of the application.

**3.44** Proposed hard landscape materials will be required to be of a high quality, usually natural, providing a suitable setting for buildings or enhancing the public realm and will also be expected to facilitate sustainable drainage DMP 21 'Surface Water'.

**3.45** In order to secure future benefits from sufficient tree cover, tree protection policy will apply not only to trees covered by a TPO and within conservation areas, but also trees of high landscape and ecological value.

**3.46** As well as protection, tree planting will be promoted and required in new development, not limited to where there is a loss of tree cover. Preference is given to native and big canopy trees because these provide habitats for native animals, insects, and species which Brent will seek to protect and enhance. The specific contribution of different species towards improving air quality should also be taken into account. However many of Britain's native trees are not necessarily suitable to urban locations, and the council will consider suitable ornamental trees as they may be more appropriate.

**3.47** Whilst trees present a number of benefits they can also come into conflict with other land uses. Large trees, particularly those in close proximity to housing, are often perceived as a threat to either the building or its occupants in stormy weather. This should be taken into consideration in the location of new residential development, and it may be appropriate for any new trees to be protected by root barrier systems to prevent any future subsidence problems. Further guidance on this will be provided in a supplementary planning document.

**3.48** If a scheme is unable to make sufficient public realm improvements within its own land then the council will seek planning obligations to provide enhanced public realm, for example, street trees, where necessary to make the scheme acceptable in planning terms.

## Public Realm

**3.49** The 'public realm', as distinct from the private domain, refers to all the physically and visually accessible space such as; forecourts, streets, pavements, squares, parks, open spaces and the facades of the buildings, or other structures, that define them. It is, as the main setting for human interaction, arguably, the most important part of the built-environment. Interventions in the public realm should enhance the distinctive character of an area but, if unsympathetically designed or located, they can cause clutter, harm to residential amenity or even result in hazards.

**3.50** The council seeks to ensure a safe, accessible and informative street environment for people who visit, live and work in Brent. This includes suitable surfaces, adequate signage, sufficient facilities and attractive soft landscaping. The use of appropriate street furniture can improve the inclusivity of the public realm and contribute to Lifetime neighbourhoods, for example enabling people with limited mobility to use town centres.

**3.51** There is also demand for use of the public realm for advertisements. Some advertisements benefit from deemed consent, meaning that consent from the Local Planning Authority is not required. *Outdoor advertisements and signs*, DCLG (2007) sets out where this is the case including restrictions on the position, size and number

as well as illumination of adverts or signs. If a proposal does not fall within the deemed consent categories advertisement consent will be required. Advertisement schemes will be assessed, in accordance with the NPPF, on the criteria of amenity and public safety as set out below, with further detail in Brent's Planning Guidance. For signs on shops DMP 4 'Town Centre Design and Infrastructure' and SPG7 should also be referred to.

**3.52** Telecommunications are an essential component of modern economic infrastructure and their design and siting can impact on the public realm. Some telecommunications equipment will not require planning permission where it involves development in, on, over or under land controlled by the operator and set out in Part 24 of the General Permitted Development order 1995. In all other cases permission will be required and proposals will be considered against this policy.

## DMP 12

### Public Realm

#### Public Spaces

A high quality of design and materials will be required for the street environment and all publicly accessible outdoor spaces. The design and provision of all important street elements, such as soft landscaping, lighting, furniture and public art, should be coordinated and well designed and located, to make a positive contribution, avoid unnecessary clutter, and ensure a safe, informative and attractive environment.

#### Advertisements

Advertisements, including those on buildings as well as freestanding advertisements, are expected to be of a high quality and sensitive design. Successful proposals will:

- a. be in keeping with the scale and architecture of the building and/or sensitive to the character of the area in their scale and position;
- b. not detract from the character of a listed building, conservation area or its setting;
- c. not be positioned on open space or block views across it, or obscure other important views, trees or landscaping;
- d. not lead to advertisement clutter;
- e. not be located on railway embankments;
- f. not harm residential amenity through light pollution or noise; and
- g. be located away from road junctions and pedestrian crossing points where they could cause a hazard to road users or pedestrians;

Large high level signs on buildings and freestanding advertisements are unlikely to be supported, especially in residential areas. Advertisements affecting Conservation Areas or Listed buildings will not be supported. On the North Circular Road freestanding adverts unrelated to businesses should be of an appropriate scale, located away from residential properties and not obscuring landscaping or resulting in clutter. Adverts related to businesses should be located within the premises and of a scale that is appropriate to its context.

#### Telecommunications

The expansion of telecommunications networks will be supported subject to the following requirements:

- h. the operator has explored the possibility of sharing an existing mast or of erecting one suitable for joint use;
- i. any mast and/or equipment will be sited and designed so as to minimise their visual impact on the skyline and setting;
- j. technologies to miniaturise and camouflage equipment have been fully utilised and the minimum reasonable number of pieces of apparatus are proposed;

k. the proposal includes a statement stipulating that the facility, when operational, will not exceed ICNIRP guidelines for public exposure; and

l. significant or irremediable electromagnetic interference will not arise.

Telecommunications equipment on Listed Buildings or in Conservation Areas and proposals to locate ground-based masts within Sites Of Special Scientific Interest will not normally be supported.

## Public Spaces

**3.53** The design and location of street furniture in the public realm should be designed to support DMP 9 'Inclusive and Accessible Design' and ensure an inclusive and accessible built environment. The enhancement of soft landscaping in the public realm should be planned in accordance with the criteria in DMP 11 'Urban Greening, Landscaping and Trees' and is important to support the priority of urban greening. The council will support and encourage the introduction of new public art as a setting for significant and major developments and to enhance public spaces.

**3.54** Proposals should have regard to the guidance in *The Brent Placemaking Guide*.

## Advertisements

**3.55** There are a wide variety of types of signs and advertisements, some positioned on buildings and others freestanding. Outdoor advertising is important to commercial activity, but advertisements tend by their nature to be prominent and can be unsuitable in some locations. They can, however, provide an opportunity to enliven drab surroundings or screen eyesores. Successful advertisements are expected to be sensitive to their context in their scale and position and should not dominate the building or area, designs needs to be particularly sensitive to heritage assets and DMP 13 'Heritage' be relevant where this is an issue.

**3.56** The cumulative impact of advertisements can be significant, while a single advertisement may not be harmful in itself the combined impact of multiple advertisements or signs could result in clutter harmful to the character and amenity of an area. The illumination of advertisements can harm neighbouring amenity as well as the safety of road users and details of the level of any lighting will need to be submitted at the application stage.

**3.57** Poorly located advertisement hoardings can be particularly obtrusive and may in some cases pose a danger to road users and pedestrians particularly near road junctions and it is therefore necessary to carefully consider the types of location where such hoardings will be permitted. Advertisement hoardings will only be acceptable where they make a positive contribution to the appearance of an area and will be unlikely to be acceptable in predominantly residential areas. The acceptability of other types of advertisement (on street furniture, pole signs, etc) also depends on their ability to make a positive contribution to the local environment.

## Telecommunications

**3.58** To minimise the impact of telecommunications equipment on the character of buildings and areas, applications should demonstrate compliance with the above criteria. Equipment should preferably be located on existing tall buildings with minimal visibility from street level, but where masts are necessary the prominence of their location should be considered and they should be designed to enable sharing to prevent clutter. Technologies which replicate existing design features in an area will be encouraged. Cabinets will be expected to be located to minimise their visual impact and prevent obstruction of footpaths.

**3.59** Operators will be required to apply for prior approval for the siting and appearance of masts where a site is in a conservation area or Site of Special Scientific Interest where DMP 13 'Heritage' and DMP 15 'Enhancing Biodiversity and Access to Nature' will also be relevant. The installation of such apparatus on listed buildings will require listed building consent which, if this damages the character of the building, will not be given.

**3.60** All equipment in the UK is required by Central Government to comply with the International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines for exposure to radio waves. Confirmation that these guidelines are met is required with all applications.

## **Protecting Brent's Heritage and Distinctive Character**

**3.61** The NPPF requires LPA's to set out a positive strategy for the conservation and enjoyment of the historic environment. The London Plan supports the retention of London's heritage and distinctiveness. London Boroughs should maintain and enhance the contribution of the built, landscaped and buried heritage to London's environmental quality, cultural identity and economy whilst strategically managing London's ability to accommodate change.

**3.62** Brent's historic built environment includes a wide range of architectural styles from Victorian Italianate and Gothic Revival to Suburban 'Arts & Crafts' and planned "village" settlements. The trees and gardens in the 20th century residential developments have matured giving a variety of residential environments, some of which are particularly attractive and worthy of preservation. Such a diverse heritage is an essential part of the character of the borough. Within Brent there are nationally and locally designated assets which are afforded different levels of legal and planning protection but all are considered essential to the definition of Brent's distinctive character and the value and enjoyment of the built and natural environment.

**3.63** All statutorily protected heritage assets are listed in appendix 1, Brent's locally recognised assets are recorded in the Local List. In addition to the requirements set out in the NPPF, applications for alterations to heritage assets in Brent will be assessed against the following policy according to their designation.

## **DMP 13**

### **Heritage**

Brent's heritage assets will be afforded a high level of protection appropriate to their historic value and their contribution to the distinctive character and diverse cultural identity of Brent. The special character of heritage assets must be protected and enhanced through sensitive proposals which preserve their character and ensure them a secure future.

Rigorous and considered supporting information must accompany all applications and should be suitable to the designation of the asset and extent of development proposed.

### **Conservation Areas**

To protect the character of Conservation Areas the council will:

- a. only approve developments which preserve and/or enhance the character or appearance of the area;
- b. grant permission for demolition of a building or part of a building only where it does not positively contribute to the character or appearance of the area and will only do so where a full application has been submitted showing what is to be substituted;
- c. not approve proposals which would detrimentally affect their setting, including alterations to the public realm and developments outside of the Conservation Area boundary; and
- d. not accept applications for development in Conservation Areas in 'outline' form only.

### **Listed Buildings**

To protect the character of Listed Buildings in Brent the council will:

- e. resist development which will have an unsympathetic impact on the special architectural or historic interest/character of the building and/or its setting;
- f. require applications, including changes of use, which will affect the extension, future use, or appearance of a Listed Building to have special regard to the desirability of preserving its special character; and
- g. expect any physical alterations to be appropriate in terms of design, scale, detailing and materials.

### **Sites of Archaeological Interest**

h. The council will protect remains of archaeological importance by ensuring acceptable measures are taken to preserve them and their setting, including physical preservation, where appropriate. The council may require a desktop analysis/survey and a subsequent watching brief on sites that do not have a formal designation as a heritage asset.

### **Registered Parks and Gardens**

i. Applications which affect Registered Parks and Gardens or their setting will be required to be sympathetic to the character of the heritage asset.

### **Local Heritage Assets**



j. Development within Areas of Distinctive Residential Character should pay particular attention to the design, height and space between buildings in order to protect their individual qualities and character.

k. There is a presumption against the demolition of Locally Listed buildings unless:

i. significant community benefit can be demonstrated, and

ii. the replacement building is of at least equal architectural quality to the building it replaces

l. The fabric and setting of the boroughs locally designated Monuments and Earthworks will be protected.

### **Local Views**

m. Applications affecting designated local views will be assessed with regard to the scale of any impact.

## **Conservation Areas**

**3.64** Brent's 22 Conservation Areas range enormously in character from the stucco Victorian Villas of South Kilburn to the thatched cottages of Buck Lane. The council has produced a Character Appraisal for each area to provide an understanding of the features which define the character of the areas and identifying the characteristic, historic and architectural elements which are worthy of protection.

**3.65** The designation of Conservation Areas provides automatic protection against the demolition of buildings and the loss of trees as well as other controls set out in the Town and Country Planning General Permitted Development Order. In many cases the safeguards provided by the General Permitted Development Order are not considered adequate to retain the character of the area and depending on the specific qualities and merits of each Conservation Area further protection has been applied through Article 4 Directions; the Article 4 Directions set out which parts of the GPDO have been removed within the conservation area boundary. Conservation areas and areas currently covered by Article 4 Directions are shown on the Policies Map.

**3.66** The council has begun the process of producing Conservation Area Design Guides for each area, providing clear guidance for extensions and alterations; developments will be expected to follow the detailed design guidance for the Conservation Areas. Schemes in a Conservation Area cannot be assessed without reference to how the details of the scheme relate to the surrounding area, as such 'outline' applications are not acceptable.

**3.67** English Heritage maintains a list of heritage at risk, and unsympathetic window and door replacements, particularly plastic, have been identified as the top threat facing conservation areas. Development in Conservation Areas is expected to either successfully replicate the existing character or to be honestly contemporary in its style or architecture.

## **Listed Buildings**

**3.68** 'The National Heritage List for England' is maintained by English Heritage and is viewable on its website. Listed Buildings in Brent range from churches to public houses, pairs and groups of houses, tombstones and underground stations, each of which is recognised as being nationally important. The demolition of Listed Buildings will not be supported.

**3.69** Brent has 84 Statutorily Listed Buildings, the majority of which are Grade II, nationally 92% of all listed buildings are in this class and are nationally important and of special interest. Eight listed buildings are Grade II\*, considered to be particularly important buildings of more than special interest. Brent's only Grade I Listed Building, acknowledged as being of exceptional interest, is St Andrew's Old Church on Old Church Lane, just 2.5% of listed buildings nationally are Grade I.

### **Sites of Archaeological Interest**

**3.70** 'Archaeological Priority Areas' are either known or are to likely to be sites of prehistoric settlement and 'Sites of Archaeological Importance' are those where there have been important or concentrated finds in the past. The sites are listed in Appendix X.

**3.71** Where development involving groundwork is proposed within these areas, or on a any site where information or finds suggest there may be remains, a desktop survey is required as a minimum and, as priority will be given to preserving nationally important remains on site, applicants should consider this when assessing the development potential of a site.

**3.72** Where the desktop survey suggests that development may have archaeological implications either a preliminary site investigation or a 'watching brief' will be required. The applicant will be required to employ a qualified field archaeologist (IFA registered) to be on site during all excavations. In appropriate cases, the most important archaeological remains and their settings should be permanently preserved.

### **Registered Parks and Gardens**

**3.73** English Heritage describes historic parks and gardens as a fragile and finite resource. Within Brent there are two Grade II Registered Parks and Gardens, Paddington Cemetery and Roundwood Park. These are mapped and described in the List maintained by English Heritage. Applications will also be considered against open space and landscape policies.

### **Local Heritage Assets**

**3.74** Brent has a list of heritage assets which are considered to be of local importance in their contribution to the history, character and the architectural quality of the borough.

**3.75** All applications affecting the character of Brent's suburban areas will be assessed with regard to CP17 however some areas particularly stand out for their readily identifiable and distinctive characteristics and their high standard of residential amenity. Their coherent design and pleasant setting warrant designation as Areas of Distinctive Residential Character (ADRC). Where there is strong local support the council will consider the introduction of Article 4 directions to protect the areas' important features. ADRC's are identified on the policies map.

**3.76** In addition to designated areas Brent maintains a list of individual buildings which are of local importance and which may, over time, become nationally recognised by reason of age or changing listing criteria. The Local List which is maintained by the LPA can be found in the Local List supporting document.

**3.77** Designation as a Locally Listed building does not provide further statutory protection but it draws attention to the special qualities of the building. Any application affecting a building on the Local List will be considered against the above criteria with a presumption in favour of maintaining the building and protecting and enhancing its character.

**3.78** Brent has no Statutory Listed Monuments or Earthworks but a number of locally recognised features of historic interest which also form part of the Local List, development harming the fabric or setting of these Monuments or Earthworks will not be supported.

### **Local Views**

**3.79** Views of Wembley Stadium and St Mary's Church, Harrow-on-the-Hill, are considered to be particularly important and worthy of protection. The views of Wembley Stadium are identified in the Wembley Area Action Plan, all other views are identified in Brent's Local List.

#### **Evidence Base**

Outdoor advertisements and signs (2007), DCLG

Sustainable Design and Construction: Draft Supplementary Planning Guidance (2013), GLA

The Brent Placemaking Guide (2010), Urban Design Skills Ltd

Good Practise Guide for Local Heritage Listing (2012), English Heritage

Brent's Local List (2014) London Borough of Brent

## 4 Open Space

### Introduction

**4.1** The provision of open space is important for sustainable communities, contributing to health and well-being. London Plan Policy 2.18 supports the management and expansion of London's network of green infrastructure, highlighting the multifunctionality of open and green spaces. In addition to the health and well-being of communities and individuals this includes, but is not limited to, biodiversity, natural and historic landscapes, culture, building a sense of place, the economy, sport, recreation, local food production, mitigating and adapting to climate change and water management.

**4.2** The Core Strategy sets out the hierarchy of designations of Open Space in the borough and the council will seek a net increase in green spaces and biodiversity. Policy CP18 protects all open space from inappropriate development as well as seeking better open space provision in areas of deficiency such as improvements to existing open space and provision, or contributions towards, new open space. Areas of open space deficiency are identified on Core Strategy Map 5.1 and calculated based on actual walking distance from the site to the nearest public open space of 2ha or more. Policies CP7-12 of the Core Strategy and Brent's Open Space Strategy, set out the new open space requirements to accommodate the planned population increase for each of the borough's Growth Areas. These policies relate to Wembley, Alperton, South Kilburn, Church End, Burnt Oak/Colindale, Park Royal Opportunity Area and North Circular Road Improvement Area. The council will also respond to opportunities where they arise in areas where there is evidence of need to create new public open spaces.

**4.3** The council will look to produce a green grid strategy and development will be required to provide or contribute to the delivery of an improved network of open spaces in accordance with this and the council's Open Space Strategy.

### Protection of Open Space

**4.4** The NPPF states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

**4.5** London Plan policy 7.17 gives the strongest protection to Metropolitan Open Land and policy 7.18 resists the loss of other local open spaces and supports the creation of new open spaces. The following policy sets out what the council considers to be appropriate development on Metropolitan Open Land and other open space of local value, which may be public or private, in the borough. DMP 47 'Playing Pitches' deals directly with the protection of sports pitches.

## DMP 14

### Protection of Open Space

Development on Metropolitan Open Land (MOL) will only be allowed in very special circumstances where:

- a. development is small scale and provides essential facilities supporting outdoor open space uses; and
- b. the open character of the land is preserved.

Development on other open space will only be allowed in exceptional circumstances where:

- c. it provides essential facilities to ensure the function, use and enjoyment of the open space; or
- d. as part of a wider development proposal there is a net increase of open space and a higher quality open space outcome is achieved.

The continuity of identified green chains will be maintained and, where practical, extended.

Existing sites for food growing will be protected and food growing opportunities within new developments will be encouraged.

Redevelopment of existing play areas will only be considered where they are re-provided within the development site or at a more appropriate location within the same catchment and at equal or improved size, quality and accessibility.

**4.6** Brent's areas of open space, including Metropolitan Open Land, open space of local value and green chains and corridors, are shown on the policies map. Areas of green space which are not identified on the policies map may still be of recreational, amenity or nature conservation value and their loss will not be supported without suitable replacement.

**4.7** Acceptable uses of MOL may include:

- Public and private open space and playing fields;
- Agriculture, woodlands and orchards;
- Rivers, canals, reservoirs, lakes, docks and other open water;
- Golf courses;
- Allotments and nursery gardens;
- Cemeteries; and
- Nature conservation.

**4.8** However not all uses will be acceptable on all sites, for example a proposal for a golf course may not be an appropriate use where it would conflict with other MOL uses such as nature conservation or a high landscape value. The construction of new buildings on MOL will be considered inappropriate other than as set out in points a. and b. above, in keeping with paragraph 89 of the NPPF.

**4.9** Development that involves the loss of MOL in return for the creation of new open space elsewhere will not be considered appropriate. The loss of other types of open spaces will be resisted unless equivalent or better quality provision is made within the local catchment area. Replacement of one type of open space with another will be unacceptable unless an up-to-date needs assessment shows that this would be appropriate.

**4.10** Areas of open space deficiency are identified on Core Strategy Map 5.1. and open space is an investment priority in these areas. Improvements to the network of open spaces will be guided by Brent's Open Space Strategy and any strategy for the Northern Area regional park opportunity area defined in the London Plan.

**4.11** Types of development that may be appropriate in open space includes outdoor gyms, playing pitches, MUGAs, changing rooms.

**4.12** Brent has three cemeteries: Alperton, Paddington Old and Willesden New. Cemeteries are protected as part of the open space network through policies CP18. They have amenity and biodiversity value and all three cemeteries located in Brent are designated as Sites of Importance for Nature Conservation (SINCs). Brent is ensuring provision is made for the borough's burial needs through the Cemeteries and Crematoria Strategy (December 2012). The appropriateness of mounding or burial vaults for particular cemeteries will be considered with due regard to any specific historical features and where appropriate, in order to protect biodiversity, a phased approach to mounding should be implemented. The creation of woodland burial sites will be considered on a site by site basis with regard to risks to ground water, a sustainable transport policy, archaeological disturbance, layout, tree selection, ecological impacts, management strategies, access for undertakers, site maintenance and visitor facilities.

**4.13** Where new open space is proposed, consideration will be given to the following:

- Location and security – The open space should be easily accessible by non-car means, especially walking and cycling. It should also be passively overlooked to ensure it is a safe and well used space. Clear sightlines particularly at entry and exit points should also be considered to avoid a sense of enclosure. Areas should be clearly defined between public, private, or semi-private use;
- Layout and design – The open space should have usable and practical spaces, well suited for a variety of users. Good linkages and permeability will encourage good movement within the site;
- Habitat Creation – consideration will be given to the creation of habitats which assist in achieving Brent BAP targets, particularly sites within areas of wildlife deficiency;
- Ownership – Preferably local communities will have worked in partnership with the developers to meet their local needs and have had input into the design of the open space to help promote a sense of ownership, respect, territorial responsibility and community;
- Long term maintenance – A long term maintenance agreement will be sought to ensure that the open space continues to be a high quality space well utilised by present and future generations.

**4.14** London Plan Policy 7.22 supports the provision of land for food growing for numerous benefits including the promotion of more active lifestyles, better diets and food security as well as social benefits.

**4.15** The provision of new or improved play facilities for children and young people in areas of deficiency is required by Core Strategy CP18. Map 4.1 of Brent's Open Space Strategy shows the distribution of these existing small areas. Arrangements for the long term maintenance of these play areas will be sought through planning obligations. The design of play space will be considered against the Mayor's SPG *Providing for Children and Young's People's Play and Informal Recreation* and proposals for play space within new development will also be considered in light of DMP 40 'Housing Standards and Quality'.

## Biodiversity

**4.16** Core Strategy CP18 protects biodiversity, including habitats and species, and seeks new or improved provision, including access, in areas of wildlife deficiency (or 'areas of deficiency in access to nature', GLA). Brent's Biodiversity Action Plan (BAP) also seeks both conservation of biodiversity and the opportunity for increased vegetation and tree cover for habitats and species management. In addition to the policy below the

BAP actions are supported particularly by DMP 11 'Urban Greening, Landscaping and Trees' which requires all development to contribute to urban greening and DMP 14 'Protection of Open Space' which requires the protection of existing and creation of new open spaces in order to achieve a net gain in green spaces and biodiversity.

**4.17** Sites of Importance for Nature Conservation (SINCs) are a series of semi-natural green spaces designated for their value for biodiversity and wildlife. London Plan Policy 7.19 sets out the different designations and their levels of importance according to their relative biodiversity value, from national designations where the highest protection must be given in accordance with EU and UK guidance and regulations, to sites of metropolitan importance (SMIs) and sites of borough and local importance.

**4.18** The Welsh Harp is designated as a Site of Special Scientific Interest (SSSI) which is a national designation. The Welsh Harp is also a Site of Metropolitan Importance, which identifies it as being of regional importance designated by the Mayor of London and the GLA, also in this category are Fryent Country Park and London Canals. Fryent Country Park and the the Welsh Harp are also designated Local Nature Reserves.

**4.19** Sites of Borough Importance are important wildlife habitats at the borough level. The borough sites are split into two categories; Grade I and Grade II and in addition there are Sites of Local Importance. Grade I sites are protected for their rich wildlife habitats. Grade II sites are important at the borough level in providing people with access to natural areas and sites of local nature conservation provide smaller wildlife sites scattered across the borough and include school playing fields, pocket parks and community gardens. They are important in ensuring everybody has access to nature close to home.

**4.20** Map 8.1 of Brent's Open Space Strategy shows areas of wildlife deficiency; Preston, Queensbury, Tokynton and Mapesbury wards have the greatest areas of deficiency. The London Plan also identifies the more densely populated south east of the borough around Kilburn as deficient in areas of access to nature.

**4.21** SINCs, areas of deficiency and priorities for improvement are identified in Brent's *Open Space Report* 'Picture 8.1 Areas of Wildlife Deficiency'. There are a total of 62 SINCs in Brent, covering 458 ha, these are identified on Brent's Policies Map.

## DMP 15

### Enhancing Biodiversity and Access to Nature

The council will protect species and habitats and seek improvements to access to nature:

- a. Developments that would adversely affect a site of recognised nature conservation value or would increase deficiencies in access to nature will not be supported.
- b. All developments will be required to protect and enhance the biodiversity value of a site and area through their design and layout, impacts on biodiversity will be considered against the London Plan and Brent's Biodiversity Action Plan
- c. Green corridors will be protected from development which would impede their use as routes for wildlife.

**4.22** Developments should be designed with an understanding of their wider context viewing the promotion of nature conservation as integral to the scheme not as an 'add-on' and indirect impacts, such as noise, shading and lighting, will require upfront consideration. DMP 11 'Urban Greening, Landscaping and Trees' is relevant to the protection, enhancement or creation of habitats as it promotes the inclusion of living walls and green roofs and improved coverage of soft landscaping in terms of quality and quantity.



**4.23** London Plan policy 7.19 includes a hierarchy for decision making where a development may directly, indirectly or cumulatively affect a site of nature conservation value. If in an exceptional case, following the hierarchy, there are overriding reasons in favour of a development going ahead, compensation will be essential in the form of high-quality re-provision achieving a net gain in the quality of the natural environment and biodiversity value on and off-site following recommendations in Brent's Biodiversity Action Plan.

**4.24** Non-native invasive species are a significant threat to biodiversity, destroying the natural habitats of native plants and animals, and developments will be expected to appropriately assist the council's efforts to eradicate these plants. They are particularly problematic along Brent's waterways and railway embankments where they are able to spread.

**4.25** Green corridors are linked or more continuous areas of open space which allow for the movement of plants and animals and may provide an extension of the habitats they join. In Brent green corridors include areas such as railway embankments and the Blue Ribbon network and are identified on Brent's Policies Map. The considerations set out in the paragraphs above will be applicable to any development with the potential to directly or indirectly affect a green chain.

**4.26** Brent's Biodiversity Action Plan identifies habitat areas essential for biodiversity:

- Gardens and Allotments
- Rivers and canals
- Streetscene
- Trees, Woodland and Hedgerows
- Grasslands
- Wetland habitats
- Railway sidings
- Churchyards and Cemeteries
- Parks and green spaces
- School Grounds
- Buildings and the built environment (eg green roofs)

**4.27** Through new development Brent will seek positive improvements in the quality of the natural environment including achieving net gains for nature. Development proposals where the primary objective is to conserve or enhance biodiversity will normally be permitted. When improving areas for wildlife, a careful balance should be struck between ensuring separate undisturbed habitat zones and areas that people can enjoy and relax in.

**4.28** Six biodiversity opportunity sites are identified in Brent. Brent River Park is a wildlife site of borough importance and is a priority for enhancement. Priority sites for reducing/alleviating areas of deficiency are:

- Roe Green Park (improve biodiversity)
- Diageo Lake & Coronation Gardens (improve access),
- Barham Park (improve biodiversity)
- Woodcock Park (improve biodiversity)
- King Edward VII Park (improve biodiversity)

## **Waterside Development**

**4.29** Brent's Blue Ribbon Network includes the River Brent, Grand Union Canal and Welsh Harp Reservoir as shown in the London Plan, the River Brent and Grand Union Canal are also identified as Green Chains. Other tributaries such as Wealdstone Brook, also play an important role in Brent's network of waterways. Waterways



offer amenity, opportunities for recreation and improved biodiversity. In assessing proposals which effect Brent's waterways, the council will regard the aims and objectives of the Blue Ribbon Network established in London Plan policies 7.24-7.28 and 7.30.

## DMP 16

### Waterside Development

The council will promote the enhancement and use of the Blue Ribbon network:

- a. Proposals for development adjacent to river and canal edges are required to provide an appropriate set-back and appropriate landscaping of the set-back which may include public open space.
- b. Development should enhance the local distinctiveness of the waterside environment.
- c. Proposals for new or improved waterway facilities will be supported where they would not conflict with other users, the navigable area of the canal or the aims of Brent's Biodiversity Action Plan.
- d. Developments should improve pedestrian/cycle access to the waterways in Brent creating or replacing routes through or around development sites.
- e. Developments will be required to contribute towards restoration and naturalisation of waterways.

**4.30** Development adjacent to the river or its tributaries is required by the Environment Agency to have a minimum set back of 8m; this will enable ease of general maintenance of the waterways, protect their open character and protect and allow the enhancement of habitats for wildlife and enable sustainable and cost effective flood risk management options. The appropriate set back for developments adjacent to the canal will be established by an assessment of the character and context, as well as the criteria set out by DMP 15 'Enhancing Biodiversity and Access to Nature' on protecting and enhancing biodiversity and the multiple needs of the users of canal and towpath.

**4.31** Developments adjacent to the canal should conserve structures and features associated with its working life. Planning applications will be assessed against the criteria in the London Plan which seeks to protect and enhance existing support infrastructure, leisure facilities and access.

**4.32** Developments will be expected to demonstrate that they will contribute to river restoration and naturalisation projects including opportunities to improve biodiversity as well as public access and amenity space, reference should be made to The London Rivers Action Plan.

### Evidence Base

Brent Biodiversity Action Plan (2007), London Borough of Brent

Parks Strategy 2010-2012 (2010), London Borough of Brent

The London Rivers Action Plan (2009), The River Restoration Centre

## 5 Environmental Protection

### Introduction

**5.1** This chapter covers land-use policies which protect specific features of the environment, such as air and water quality. It also contains policies for public protection, such as from risk of flooding or contaminated land. Some of these areas fall under the remit of the Environment Agency, which has powers to protect and enhance water courses, to prosecute polluters and promote nature conservation and water recreation. The application of these policies in day to day planning decisions will therefore be complementary to the Environment Agency's role

**5.2** The NPPF, at paragraph 109, requires local planning authorities to contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability.

### Noise and Vibration

**5.3** Noise pollution can have significant adverse impacts on health and quality of life. Sources of noise pollution in the borough include ambient noise, which is long-term noise from transport and industry, and local (or neighbour) noise such as construction, roadworks, late night venues, public events, street activities, and ventilator/ extractor units. Areas adjacent to the North Circular Road in Brent have been identified as amongst the most affected by traffic noise in the UK.

**5.4** The impact of ambient noise can be partly mitigated through appropriate land-use planning, design and technology. Local noise pollution can be managed through licensing, conditions on planning permissions and enforcement.

**5.5** The London Plan, policy 7.15 requires boroughs to have policies to reduce the adverse impact of noise, through the distribution of noise making and noise sensitive uses, and to protect Quiet Areas (see Glossary). Policy DMP 17 'Noise & Vibration' deals with this locational aspect of noise generating and noise sensitive uses.

**5.6** Policy DMP 10 'Protecting Amenity' seeks to protect the amenity of residents and occupants from unacceptable levels of noise and vibration, including during the construction phase of development, whilst the impact of noise from Transport will be expected to be dealt with as part of the Transport Assessment of development (policy DMP 25 'Transport Implications of New Development').

**5.7** The impact of noise on amenity associated with the operation of certain potentially noisy uses in town centres, such as bars and take-aways, is set out in Policy DMP 2 'Non-Retail Uses'.

#### DMP 17

##### Noise & Vibration

Noise and/or vibration generating development will not be permitted where it would harm existing or proposed noise sensitive development in the area or where it would impact upon identified Quiet Areas.

Developments sensitive to noise and/or vibration will not be permitted in locations where noise pollution exists unless acceptable attenuation measures can be demonstrated.

**5.8** Noise sensitive development includes housing, hospitals, nurseries and schools.

**5.9** In order to demonstrate compliance with current best practice standards, applicants for uses which could potentially generate excessive noise should submit a noise and vibration assessment, including an acoustic report and noise attenuation measures.

**5.10** Necessary noise insulation will be secured by condition. Noise screening measures may be appropriate in some locations.

**5.11** In light of the guidance contained in the Draft Noise Action Plan: Agglomerations, published by DEFRA in July 2013, it is intended that Quiet Areas will be identified in the borough. These are areas of tranquillity, usually open spaces and green network areas, which have remained relatively undisturbed by noise and have recreational and amenity value for this reason. The council will publish a map of Quiet Areas and will take into account the potential impact of noise from development. Until a full assessment is made, and a map of Quiet Areas is published, the borough's Quiet Areas are considered to be Fryent Country Park, open space on the north side of The Welsh Harp, Roundwood Park/Willesden New Cemetery, Paddington Cemetery and Alperton Cemetery.

## Air Quality

**5.12** Air pollution in the borough comes mainly from traffic, energy generation and construction. Air quality will be improved and managed through a range of measures and policies, including urban greening, travel plans, sustainable construction, design, energy and location of development.

**5.13** The NPPF requires that “planning policies should sustain compliance with, and contribute towards, EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas (AQMAs - see Glossary) and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.”

**5.14** The London Plan requires boroughs to seek reductions in levels of air pollutants and address local air quality issues and states that development should be 'air quality neutral'. The Mayor's Air Quality Strategy requires the planning system to deal with the cumulative effects on air quality of development.

**5.15** Brent's Air Quality Action Plan 2012-2015 outlines the measures the council will take to reduce air pollution in the borough. Reducing nitrogen dioxide and particulates are the focus of the plan, since concentrations of these pollutants continue to exceed targets set. In determining planning applications, regard will be had to the Action Plan.

**5.16** Core Strategy Policy CP19 requires major development, and proposals for sensitive uses in Air Quality Management Areas (AQMAs), to demonstrate how sustainable design and construction measures are used to mitigate and adapt to climate change over its lifetime.

## **DMP 18**

### **Air Quality**

Air quality assessments will be required for major development or any development likely to worsen air quality.

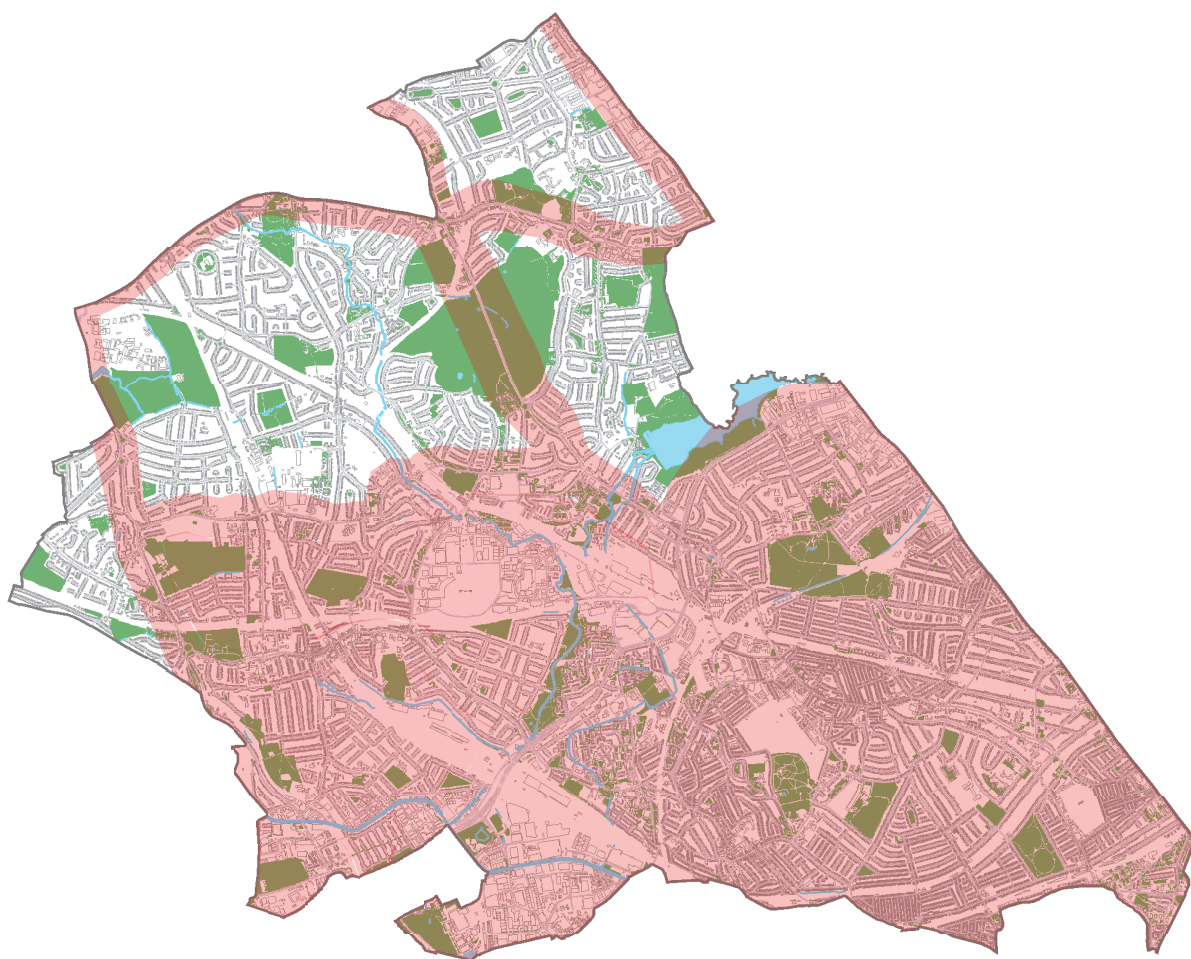
The potential impact of proposed developments on air quality will be taken into account when assessing planning applications. Where significant adverse impacts are predicted which cannot be satisfactorily mitigated, development will not be permitted.

Major development should be at least air quality neutral and not lead to a deterioration of air quality in the borough's Air Quality Management Areas.

Development likely to be used by people vulnerable to poor air quality should not be located in areas with existing very poor air quality, such as adjacent to the North Circular Road or other locations where air pollution is a recognised problem.

**5.17** The council requires development to meet the most up to date air quality targets, including those set out in paragraph 7.47 of the London Plan. 'Air quality neutral' is explained in paragraphs 4.3.12 - 4.3.19 of the Mayor's draft SPG on Sustainable Design & Construction, July 2013. Appendices 5 & 6 of the guidance include Building Emission Benchmarks (BEBs) for a range of land use classes which should not be exceeded. These benchmarks will be applied to all relevant development. Regard should be had to this guidance in proposing major development.

**5.18** The London Borough of Brent's Air Quality Action Plan 2012-2015 identifies Nitrogen Dioxide and Particulate Matter as the pollutants of most concern in the borough. An AQMA covering areas of the borough where EU limit values are not, or are unlikely to be, met has been declared. AQMA's are shown on Map 1 below. Development likely to be used by people vulnerable to poor air quality (for example children or older people) includes housing, homes for elderly people, hospitals, schools and nurseries. Areas considered to have very poor air quality include those where dust and odour is a significant problem.



**Map 1 AQMAs in Brent**

**5.19** Developers should demonstrate how their proposals meet air quality targets through an Air Quality Impact Assessment which analyses the outcomes of the energy assessment, transport assessment/travel plan and sustainable construction methods. Targets should be met on site unless demonstrated to be impractical.

**5.20** Air Quality Impact Assessments will need to follow guidance set out in paragraph 4.3.3 of the Mayor's SPG. Where an Impact Assessment cannot be made at the application stage, for example if the final technology decisions have not been made, it will be required by condition. A post-completion assessment will also be required from developers in order to ensure compliance and monitor the cumulative effect on air quality. Where an Air Quality Impact Assessment demonstrates that the proposed development fails to meet the relevant standards the council will refuse permission unless appropriate mitigation can be agreed.

## **Contaminated Land**

**5.21** Brent has a significant amount of industrial land or former industrial land that could be contaminated. Contaminated land presents a potential hazard to people, ecological systems, animals and buildings.

**5.22** It is the responsibility of the developer to ensure that issues of land contamination are appropriately considered when proposing development, that remediation takes place where necessary and that the land is safe and 'suitable for use', i.e., the site is cleaned up to a level which is appropriate for the proposed end use.



**5.23** The London Plan requires appropriate measures to be taken to ensure that development on previously contaminated land does not activate or spread contamination. Boroughs are required to encourage the remediation of contaminated sites and set out policy to deal with contamination.

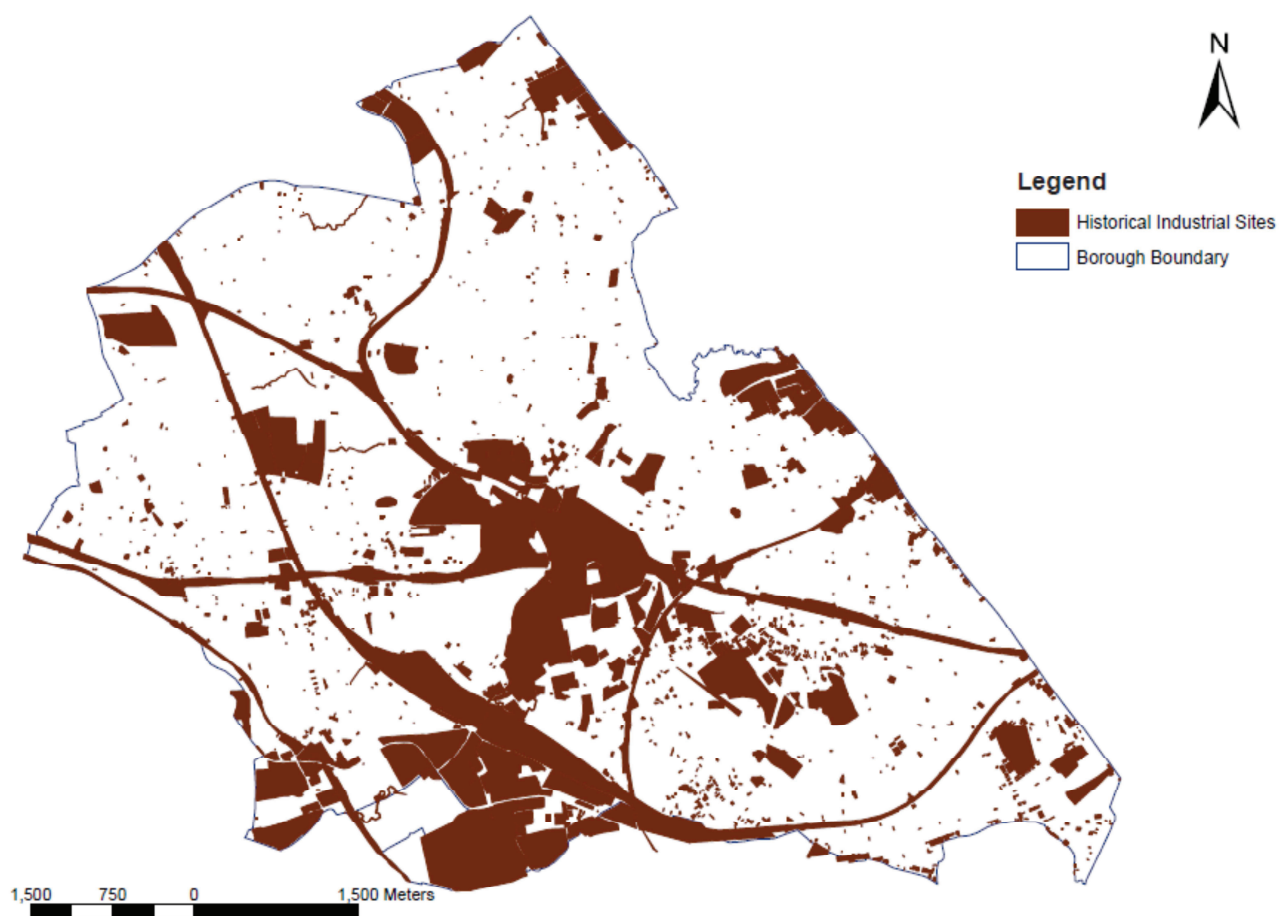
## DMP 19

### Contaminated Land

Where development is proposed on contaminated or potentially contaminated land, the council requires applicants to demonstrate that appropriate investigation and, where necessary, remediation measures have taken place to ensure the site is safe and suitable for use.

**5.24** Contaminated land for the purposes of this policy is land affected by contamination where the actual or suspected presence of substances in, on or under the land may cause risks to people, property, human activities or the environment. A general indication of the location of historic industrial sites is provide by Map 2 below.

**5.25** Developers should refer to the council's current Contaminated Land Inspection Strategy and national standards, procedures and best practice for the management of contaminated land.



**Map 2 Historical Industrial Sites**

## Flood Risk

**5.26** One of the most significant predicted impacts of climate change is the increased risk of flooding from rainfall events increasing in intensity and frequency, and from rising sea levels. The risk of flooding in urban areas is exacerbated by the increase in hard surfaces which cumulatively impacts on the volume and intensity of surface water run-off. This, combined with surface water run-off from roofs, hard landscaped areas, roads and car parks in both new and existing developments, is an increasing concern.

### Areas of Flood Risk

**5.27** National planning policy relevant to flood risk is included in paragraphs 99 - 104 of the NPPF and its associated technical guidance. All development proposals should be assessed against this and London Plan policy 5.12 on Flood Risk Management. The sequential test set out in National planning policy should be applied to all development in flood risk areas.

**5.28** Brent's Core Strategy, paragraph 5.34, highlights the Strategic Flood Risk Assessment (SFRA) prepared for the borough, which should be referred to when development is proposed. The SFRA identifies areas of the borough where there are flood risk issues. The council will consult the Environment Agency on any application in a flood risk zone and will guide development away from flood risk areas. Flood risk areas are shown on maps produced by the Environment Agency, available on their website and updated annually.

## DMP 20

### New Development in Areas of Flood Risk

Any development that has the potential to contribute to flood risk (individually or cumulatively), will be resisted. Development proposals in flood risk zones 2 and 3 (as identified by the Environment Agency), and all development proposals for sites of 1 ha or above, should be accompanied by a Flood Risk Assessment.

The sequential test should be applied to development in flood risk areas (unless it is an allocated site), and the exception test will be applied where it does not meet its requirements. Following these tests, where development is still proposed in areas with residual flood risk, flood resilience should be designed into the development.

**5.29** The site-level FRA should be commensurate with the risk of flooding to the proposed development. For example, where the risk of fluvial flooding to the site is negligible (e.g. Zone 1 Low Probability), there is little benefit to be gained in assessing the potential risk to life and/or property as a result of flooding. Rather, emphasis should be placed on ensuring that runoff from the site does not exacerbate flooding lower in the catchment. All known sources of flooding need to be considered, including river, surface water (local drainage), sewers, groundwater, canal and reservoir.

### Surface Water

**5.30** As well as fluvial flooding there is an increased risk of surface water run off, as well as giving rise to an increased risk of flooding, can also contain contaminants which, cumulatively, can result in poor water quality in rivers and groundwater and impact adversely on wildlife habitats.

**5.31** London Plan policy 5.13, and guidance in the Sustainable Design & Construction Guidance, July 2013, refer to the need for boroughs' local planning policies and decisions to complement any actions a Surface Water Management Plan (SWMP). Brent's SWMP was published in 2011. This recommends measures to be implemented

across the borough to tackle surface water flood risk, including the introduction of new planning policy. A key recommendation is that the borough should ensure that opportunities for flood storage and source control are prioritised through any new development across the area, and opportunities for joint funding of improvement schemes through any redevelopment should be sought. Regard should be given to the guidance in both the Mayor's SPG and Brent's SWMP when proposing new development in the borough.

## DMP 21

### Surface Water

All new development should utilise sustainable urban drainage systems (SuDS) wherever practical.

Development proposals on sites over 0.5 hectare should meet greenfield run-off rates and should incorporate wider surface water management measures, or contribute to planned improvements where appropriate.

All other developments should aim to achieve greenfield run-off rates and ensure that management of surface water run-off is in line with the drainage hierarchy.

**5.32** The drainage hierarchy set out in London Plan policy 5.13 comprises two elements:

- managing and storing surface water on-site before it is finally discharged, if required (Numbers 1-4); and
- disposal of surface water from a piped drainage system (Numbers 5-7).

The sustainable drainage hierarchy is intended to ensure that all practical and reasonable measures are taken to manage surface water higher up the hierarchy (1 being the highest) and that the amount of surface water managed at the bottom of the hierarchy, is minimised.

**5.33** There are government proposals that developers will be required, in accordance with the Flood Water Management Act 2010, to submit a separate SuDS application in parallel with a planning application for new development. Brent Council will be the SuDS Approval Body, and will need to review and approve drainage plans and strategies for development sites before any construction can start on site.

NB. In proposing development adjacent to rivers, brooks or the canal, reference should also be made to policy DMP 16 'Waterside Development' on Waterside Development.

### Evidence Base

Brent Strategic Flood Risk Assessment (2007), Jacobs

Brent Surface Water Management Plan (2011), Hyder

Brent's Air Quality Action Plan (2012-2015), London Borough of Brent



## 6 Sustainability

### Introduction

**6.1** The NPPF's promotion of sustainable development includes a transition to a low carbon future, supporting the delivery of renewable and low carbon energy. The delivery of sustainable places, ensuring that climate change can be mitigated, will require adaptations in both new and existing buildings.

**6.2** Brent's Core Strategy policy CP19 promotes high levels of sustainability setting out the targets which all major developments in Brent should achieve, with higher expectations for developments within the borough Growth Areas. The policy also expects all development to contribute towards achieving sustainable development, including climate change mitigation and adaptation. Policy 5.2 of the London Plan requires major developments to achieve further carbon emissions reductions above the 2010 Buildings Regulations.

### Low Carbon Energy

**6.3** Decentralised Energy is energy produced at or close to its point of use, the London Plan target is for 25% of London's heat and power requirements to be generated through decentralised energy systems by 2025. Brent actively promotes Decentralised Energy Networks (DENs); Core Strategy policy CP19 and the Wembley Area Action Plan require developments within Wembley growth area to connect to, provide or contribute towards, a Combined Heat and Power Plant (CHP), while plans for a DEN are also being advanced in South Kilburn. Emissions from CHP are approximately 30% lower than in separate generation of electricity and heat (District Heating Manual for London). Networks can also combine cooling which will be encouraged subject to viability.

**6.4** The incorporation of on-site micro-generation makes a valuable contribution to the reduction of a site's carbon emissions and the London Plan has a presumption that developments should achieve a 20% reduction through the use of on-site renewables. Allowable solutions may play a role in achieving carbon reduction targets in new developments in the future, this is the mechanism for establishing an alternative to achieving on-site carbon reductions. See DMP 24 'Allowable Solutions' below.

**6.5** The London Plan also requires boroughs to support improvements to the sustainability of the existing building stock. While sustainability standards are rising for new build developments under Building Regulations, improvements to the energy efficiency of Brent's existing building stock will be necessary to achieve carbon reduction targets. The importance of improving the energy efficiency of the existing building stock is further emphasised through schemes, both London-wide and national, providing funding to support retrofitting.

**6.6** The following policies are applicable throughout the borough.

**DMP 22****Renewables and Decentralised Energy**

a. All major developments and new developments for residential units will be expected to reduce their carbon emissions through the use of decentralised energy, subject to viability, according to the following hierarchy:

- i. Connection to an existing network;
- ii. Where a network is planned provision should be made to enable future connection and a contribution towards the connection cost will be required;
- iii. Where there is no existing or planned network or connection is not viable, major developments should develop a Shared Heating Network.

b. All major developments and new developments for residential units are required to maximise opportunities for incorporating on-site micro-generation.

c. Retrofitting will be supported and developments will be expected to demonstrate that all opportunities for reusing and improving the sustainability of existing buildings have been considered.

**Connection to a Network**

**6.7** A detailed feasibility assessment will be required to establish the technical and economic feasibility of connecting to the DEN. The *District Heating Manual for London* (GLA, 2013) sets out the issues which are likely to be considered when viability and feasibility are being assessed such as the scale of development, location and use. In any relevant application if the proposal does not involve connection to a network a feasibility study must be submitted to demonstrate why it is not technically or economically viable. Where a major development is proposed in an area which would be served by a planned DEN, subject to viability, it will be expected that the development be designed to make future connection possible.

**6.8** Reference to DEFRA cost-benefit analysis? Stephen Inch.

**6.9** Where connection, to an existing or future DEN, is shown to be viable connection will be required. The proposed scheme must include the appropriate design of internal heating systems to accommodate the proposed network operating pressures and temperatures agreed with the council or as set out in the *District Heating Manual for London*.

**6.10** A contribution towards the connection cost, secured through a legal agreement, will be in addition to any calculated CIL liability. If a planned network is not operational within 5 years of the permission being issued (or other agreed timescale) the connection charge, required on commencement of the planning permission, will be used by Brent to achieve similar carbon savings in the borough or the development should install a CHP. See *District Heating Manual for London* (GLA, 2013).

**6.11** It is likely that in some parts of the borough, with a less-dense, more suburban character, the opportunities to connect to existing or proposed networks do not exist. Therefore, where there is no existing or planned decentralised energy network or connection is not possible, major developments should carry out detailed

feasibility assessments to establish the technical and economic viability of developing a Shared Heating Network, where this is viable provision to install it will be required. This would entail establishing a site-wide network and enabling connection with nearby buildings or estates.

**6.12** The council will maintain a record of constructed/approved developments which have been designed to allow connection to a network.

### **Renewable energy**

**6.13** The use of on-site renewable energy should be maximised in all minor and major applications and it should be demonstrated that all opportunities have been explored and taken advantage of. The design and appearance will need to be considered against DMP 8 'Design Principles' and DMP 13 'Heritage' where the site is of heritage value.

**6.14** A draft guidance document, *Local Environmental Impacts of Sustainable Energy*, has been produced by Brent to inform applicant's decisions regarding the use of different technologies and practical considerations for their use. The guidance puts the different sustainable energy producing measures into categories with photovoltaic cells and solar hot water along with wind turbines being considered Zero Carbon measures, while air source heat pumps and ground source heat pumps are considered to be low carbon. While the overall benefits in terms of carbon emissions from CHPs are proven there are local negative air quality impacts associated with their use and account will be taken of the potential impacts of on-site micro-generation with any proposal.

### **Retrofitting**

**6.15** Developments will be expected to demonstrate that all opportunities for reusing and improving the sustainability of existing buildings have been considered. This will include connection to DENs where feasible and the introduction of on-site renewables as well as other general efficiency measures including improved insulation, both internal and external. External insulation can have a significant impact on the character and appearance of buildings and all proposed alterations to existing buildings will need to have regard to DMP 8 'Design Principles' and DMP 13 'Heritage' as appropriate.

### **Sustainable design**

**6.16** The London Plan states that all new developments should be designed for the warmer, wetter winters and hotter, drier summers that London will experience over their lifetime. The physical design and setting of buildings can help to minimise overheating and allow natural cooling without the use of energy intensive air conditioning.

**6.17** Policy 5.9 of the London Plan provides a cooling hierarchy which must be applied to all major developments. It is appropriate that such requirements be applied to all new residential developments, therefore the points set out in the following policy are applicable to all major developments in the borough and all residential developments involving new build or extensions.

**DMP 23****Overheating and Cooling**

All new developments should demonstrate how their design will minimise energy requirements for heating and cooling through passive design measures, following the cooling hierarchy. Developments should:

1. Minimise internal heat generation through energy efficient design;
2. Reduce the amount of heat entering a building in summer through orientation, shading, reflection, fenestration, insulation and green roofs and walls;
3. Manage the heat within the building through exposed internal thermal mass and high ceilings;
4. Utilise passive ventilation;

**6.18** Applications must include a description of the passive measures utilised by the proposal. Mechanical ventilation or active cooling systems will only be acceptable where it is clearly demonstrated why passive systems are insufficient and the lowest carbon options are proposed.

**Allowable Solutions**

**6.19** As National and London-wide policy proceeds towards zero carbon development allowable solutions are likely to become a more common theme. If it is demonstrated that a development cannot feasibly achieve the emissions targets required of it on site, there is the opportunity to turn to 'allowable solutions' involving an equivalent financial contribution to the council that alone, or as part of a funding pot, will be used for other identified sustainability improvements off-setting the target emissions reduction.

**6.20** Brent will produce a set of allowable solutions in line with London Plan Policy 5.2 and informed by Brent's Climate Change Strategy.

**DMP 24****Allowable Solutions**

A financial contribution to offset the remaining carbon demands will be required where developments cannot achieve the carbon emissions reductions required of them, subject to the following criteria:

- i. It will be demonstrated that all feasible carbon reduction measures will be implemented on site.
- ii. The contribution will be calculated on the basis of a price per tonne of carbon to address the calculated shortfall.
- iii. The contribution will be made to Brent and will be used individually or as part of a fund to mitigate the remaining carbon demands.

**6.21** Where the applicant proposes to use allowable solutions rather than achieve the required carbon emissions reductions on-site, it is expected that a feasibility study will be included in the Energy Assessment to demonstrate that all options have been considered and to set out why they are not feasible.

**6.22** The LPA will establish a price per tonne for carbon or use a nationally recognised price such as that set by the Zero Carbon Hub.

**Evidence Base**

District Heating Manual for London (2013), GLA

Allowable solutions for tomorrow's new homes (2011), Zero Carbon Hub

Sustainable Design and Construction: Draft Supplementary Planning Guidance (2013), GLA

## Draft DMDPD

|  | DMP Policies  |                                      |                                  | CS Policies                        |
|--|---|--------------------------------------|----------------------------------|------------------------------------|
| Type of Development  | DMP 22<br>Renewables and<br>Decentralised<br>Energy | DMP 23<br>Overheating and<br>Cooling | DMP 24<br>Allowable<br>Solutions | CP 19<br>Sustainability<br>Targets |
| <b>Residential</b>   |   |                                      |                                  |                                    |
| Residential extension (not creating new dwelling units)  | point C   | X                                    |                                  |                                    |
| New residential development or residential extension (creating between 1 and 9 dwelling units) | X   | X                                    |                                  |                                    |
| New residential development or residential extension (creating 10 dwelling units or more)      | X   | X                                    | X                                | X                                  |
| Conversions (creating between 1 and 9 dwelling units)  | points B & C  | X                                    |                                  |                                    |
| Conversions (creating 10 dwelling units or more)   | X   | X                                    | X                                | X                                  |
| <b>Non Residential</b>   |   |                                      |                                  |                                    |
| Non-residential extension minor development  | point C   | X                                    |                                  |                                    |
| Non-residential extension major development  | X   | X                                    | X                                | X                                  |
| New non-residential minor development  | point C   | X                                    |                                  |                                    |
| New non-residential major development  | X   | X                                    | X                                | X                                  |

**Table 1 Relevance of sustainability policies to different types of development**

NB. Other policies particularly relevant to sustainability include DMP 11 'Urban Greening, Landscaping and Trees' and DMP 21 'Surface Water' which apply to all types of development and DMP 18 'Air Quality' and DMP 20 'New Development in Areas of Flood Risk' which will apply in certain parts of the borough. Applicants will also need to have regard to the London Plan.

## 7 Transport

### Introduction

**7.1** Policies contained in this chapter are concerned with those aspects of transport planning which affect the determination of planning applications. Therefore, they consider issues around integration of land use planning and transport planning. These policies will help to meet Objective 8 of the Core Strategy, which is to reduce the need to travel and improve transport choices by -

- Completing first class retail and other facilities in Wembley that reduces the need to travel to other centres. Improving key transport interchanges at Wembley, Alperton, First Central and Queens Park
- Promoting access by public transport, bicycle or on foot and reducing car parking standards for growth areas because of their relative accessibility
- Reducing modal share of car trips to Wembley from 37% towards 25% (monitored through Travel Plans)
- Completing at least 5 car free schemes per annum in the plan period.

**7.2** The policies seek to maximise the use of sustainable transport modes, ensure free flow of traffic, and ensure safety of the road network and public highway. These will ensure that they are in line with the Local Implementation Plan for transport. The policies have been developed in light of the context for neighbouring boroughs, since our Growth Areas are on the borders of the borough. Therefore the policies need to be implemented in partnership with Brent's neighbours, as well as Transport for London and other relevant transport operators.

### Transport Implications of New Development

**7.3** Overall Brent has generally good transport links including joint highest number of rail and underground stations than any other borough in London, with many bus routes which serve town centres within and outside the borough. Brent's roads, however, have experienced increasing levels of congestion at key hotspots, and an 8% volume increase from 1997 to 2008. There is good road access to orbital and radial routes, especially the Strategic Road Network, although these routes become congested, particularly at peak times. Historically, as with London as a whole and the rest of the country, car ownership and car use in the borough has increased. However, the latest census indicated that by 2011 the increase in car ownership had slowed substantially.

**7.4** The council has concentrated its efforts hitherto on improving its key stations, together with the interchanges and bus services to and between them. Investment has been made to increase capacity at the three local stations in Wembley, but similar investment is required at other key interchanges to enhance the useability of the network as a whole. Particular focus is needed on improving orbital links. The development of key interchange points on the orbital links, with good pedestrian and cycle access will be an important feature in facilitating delivery of improved usability of the public transport network.

### Assessing Transport Impacts

**7.5** Where development is likely to give rise to significant transport impacts, proposals should be supported by a Transport Assessment and, where appropriate, a Travel Plan, in accordance with Best Practice Guidance on the Validation of Planning Applications issued by the Department of Communities and Local Government. When assessing the impact of transport, those proposing development should consider the cumulative impact of other proposed developments within and/or close to the subject site. These assessments are required to illustrate the impact the development is likely to have in terms of trip generation, and the measures which are proposed in order to mitigate this impact.

**7.6** The Environmental Protection section highlights that air quality and noise pollution can be a problem in Brent. Although transport impact of a development may be acceptable to the Highway Authority, the planning service will consider the wider environmental impact and sustainability of any scheme for future users.

#### Environmental Impact of Traffic

**7.7** In addition to public transport, there are a range of other environmental issues that comprise transport impact. There are both direct environmental impacts (e.g. noise), and indirect effects arising from congestion (such as nuisance, loss of air quality etc.)

**7.8** Although the transport impact of a development may be acceptable to the highway authority in terms of legal obligations on capacity, traffic reduction, safety, etc., there may be wider environmental issues that need to be taken into consideration.



**DMP 25****Transport Implications of New Development****Transport Assessment**

Developments which will have a potentially significant impact on the transport network should submit a Transport Assessment or Transport Statement, and an accompanying Travel Plan, as part of the planning application .

Where a development is likely to have a significant impact on the operation of the local highway network, public transport services or other transport facilities, and these cannot be satisfactorily mitigated, the application will be refused.

**Environmental Impact of Traffic**

Where a planning application would cause or worsen an unacceptable environmental impact from traffic generated, it will be refused, including where:

- a. The anticipated level of car trip generation / attraction is greater than the parking to be provided on site in accordance with the Plan's standards and any resulting on-street parking would cause unacceptable traffic management problems and/or
- b. The proposal would have unacceptable environmental impacts such as noise or air quality
- c. The development would not easily and safely be accessible to pedestrians and/or cyclists
- d. Additional traffic generated would have unacceptable consequences in terms of access/convenience for pedestrians and/or cyclists
- e. The proposals would produce unacceptable road safety problems
- f. The capacity of the highway network is unable to cope with additional traffic without producing unacceptable levels of traffic congestion, especially where this would hinder the ability of the Strategic Road Network and/or London Distributor Roads to cope with through trips, or would introduce through traffic onto local roads.

Where transport impact is unacceptable, measures should be considered, either individually or in combination, which could acceptably mitigate this and enable the development to go ahead.

**7.9** The thresholds for the requirements for assessment for different types of development can be found at [www.gov.uk/government/publications/guidance-on-transport-assessment](http://www.gov.uk/government/publications/guidance-on-transport-assessment). The guidance also sets out content requirements for TA's.

**7.10** The assessment should outline the accessibility of the site by all transport modes and the likely modal split of journeys to and from the site. This should incorporate proposed traffic reduction measures, including improvement of access by public transport.

**7.11** Significant impacts are considered to comprise the following:

## Draft DMDPD

- Vehicle flows generated by the development compromise the safe or efficient operation of local roads or junctions;
- The proposal would have unacceptable environmental impacts (see also policies DMP 18 'Air Quality' - DMP 19 'Contaminated Land');
- The development would not provide convenient and safe access for pedestrians and cyclists;
- The development is located in an area that cannot be readily accessed by public transport;
- There would be an unacceptable increase in parking in areas where this would reduce spaces available to residents or cause congestion; and
- Where the capacity of the highway network is unable to cope with the predicted additional traffic, especially on the Strategic Road network and London Distributor Roads

### Making Transport Impacts Acceptable

**7.12** Where significant impacts arise, mitigation measures should be proposed and the residual impacts assessed. This includes mitigation on small scale schemes where issues are not caused by levels of generated traffic, but by poor design. Planning obligations may be sought to fund mitigation measures or conditions may be imposed on a planning permission to restrict impacts. These measures will be related to the specific development, but it is unlikely that every development proposal can be made acceptable in transport terms.

**7.13** The range of mitigation for which planning obligations may be sought includes, but is not restricted to, the following. These have been selected as examples as they either encourage use of sustainable modes or manage those trips which need to be made by car on the highway network :

- Public transport improvements sufficient to service the scheme or to integrate it with the surrounding area. Developments attracting a significant number of trips in areas with low or moderate public transport accessibility will only be acceptable when significant public transport improvements are secured which are both viable and justifiable in the longer term.
- The extension or bringing forward of on-street parking controls or waiting restrictions due to an unacceptable impact on road safety, emergency vehicle access or traffic management.
- Improvements to pedestrian and/or cycle facilities.
- Traffic calming measures.
- Acceptable road safety and essential highway improvements, not necessarily restricted to the immediate development area.
- Programmes to reduce car usage (car pooling, car clubs, travel plans).

**7.14** The Transport Assessment should be supported by a Travel Plan, and Transport Statements should be supported by a framework Travel Plan. The Travel Plan should cross-refer to the Transport Assessment/Statement and illustrate how the car mode share may be reduced and the bus mode share might be increased by measures which encourage the use of sustainable modes. A full Travel Plan will normally be secured by a planning obligation.

## Public Transport Integration

**7.15** The Mayor's Transport Strategy aims to deliver an environmentally sustainable transport system which reduces the need to travel. This includes the need for good integration with public transport modes. The London Borough of Brent seeks to promote an integrated transport system by shaping patterns of development in terms of location, scale, density and mix of land uses. Forms and location of development should minimise the need to travel and encourage the use of non-car modes of access.

**7.16** Intensive development supporting a mix of land uses is supported at the key transport interchanges. In addition, Brent's Local Implementation Plan has highlighted the following interchanges which are in urgent need of major improvement: Queen's Park, Stonebridge Park, First Central (Park Royal), Kenton and ongoing improvements at Wembley Central.

**7.17** Development at key public transport interchanges such as those listed above should be more dense than elsewhere. The density policy as set out within the London Plan is related to the PTAL, with the densest development being located within areas which are PTAL 6. Developments at public transport interchanges should contribute towards the improvement of that interchange to improve access to and from the site.

### DMP 26

#### Public Transport Integration

Development should benefit and not harm the operation of the public transport network, and should be located where public transport accessibility is sufficient to service the scale and intensity of use, in particular where:

- a. the capacity of the public transport network, within safe walking distance, should be sufficient to accommodate any increase in passenger trips; and
- b. the increase of traffic generated should not cause harm to the efficiency of bus services.

Proposals should, in appropriate locations, enhance opportunities to provide interchange between public transport services.

Where there is unacceptable impact, there may be specific public transport measures required, and developers will be required to fund these. Mitigation measures should be secured through planning obligations.

## Cycling and Walking

**7.18** The promotion of cycling and walking has long been a priority of the council and is considered essential in order to support growth whilst reducing the environmental impact of travel. Provision for cycling and walking are also promoted by the London Plan in policies 6.9 and 6.10. DMP 27 'Cycling and Walking' below sets out Brent's requirements for cycling and walking.

**DMP 27****Cycling and Walking**

Developers should ensure that proposals are designed in accordance with best practice to ensure safe and convenient access for pedestrian and cyclists whilst considering opportunities to expand the permeability of the pedestrian and cycle network. Where necessary, the council will seek improvements from developers to ensure that the development impact is acceptable in planning terms, particularly that access and facilities follow desire lines wherever possible and minimise walking distances to local facilities. Cycle and pedestrian routes should not be isolated from other activity.

**The London Cycle Network**

Design for cycle facilities should be in accordance with London Cycling Design Standards.

Major developments will be expected to contribute towards improvement in links to and on the London Cycle Network, where the need for such facilities arise directly from the need to service the development by sustainable modes.

Developments should comply with the plan's minimum Cycle Parking Standard (see appendix TRN 1). Cycle parking should be situated in a convenient, secure and where appropriate, sheltered location. Priority will be given to improving cycle parking at stations and in town centres.

**Capital Ring**

Development on or near the route (as shown on the policies map) will be expected to take full account of the need to protect its character and, where appropriate, contribute towards its improvement.

**7.19** The council is committed to improving road safety and developments will be expected to contribute towards improving the pedestrian environment. A 'walkable' development should offer safe, convenient and direct routes for pedestrians. Brent's Road Danger Reduction Plan aims to improve conditions for walking and cycling in the borough and thus increase the usage of sustainable modes.

**7.20** Brent Cycling Plan aims to encourage cyclists to become actively involved in the design of schemes which will contribute to make the cycling environment safer and more convenient. Cycle routes and lanes should not end abruptly in unsafe or inconvenient locations and special care should be taken at junctions and roundabouts. In addition to design and direct routes for cyclists, there should be the provision for safe and secure cycle parking, which should be undertaken in accordance with the London Cycling Design Standards (LCDS) as set out by TfL. All cycle parking will be expected to be secure and residential cycle parking should always be covered.

**The Highway Network**

**7.21** Although it is a council priority to promote sustainable modes of transport, which will help to reduce pressure on the existing highway network, it is also important that the road network should operate efficiently and safely for all users. There is a need, therefore, for a balance to be achieved between the needs of different road users. This will depend to a large extent upon the character of the road and its role within the road hierarchy. In particular, where new development requires to access the road network, it is important that account is taken of the nature of the road at the point of connection and that their provision will not result impact adversely on highway safety.

**7.22** The North Circular Road is an important route for Brent. It forms a Corridor Link between Brent Cross and Ealing (two major interchange points by public transport as well as by road). It provides a parallel option for through traffic which can help take pressure off the Brent Cross to Wembley and Wembley to Ealing routes which will carry more locally based traffic.

**7.23** The North Circular Road is a TLRN (Transport for London Route Network) road, but one which Brent is keen to see more of a balanced approach with emphasis on other modes, rather than the needs of car users dominating. The road forms a key element in the London road network in channelling essential traffic, especially freight, away from inner London. Whilst there is a general presumption against locating new accesses on to the route, it is recognised that sometimes this is necessary to facilitate regeneration.

**7.24** The North Circular Road presents special air quality problems. If properly implemented, air quality management should reduce many of the borough's air quality problems. This is less so in the case of development close to the North Circular. This is because this route will continue to be a key part of the Strategic Road Network for London, helping to solve air quality and traffic problems in Central London by diverting traffic away.

**7.25** Heavily parked streets have been identified across the borough partly to help manage the conversion of houses into flats without detrimental impact on highway safety (see DMP 39 'Conversions') but also so that any new access created would not result in an excessive loss of on-street parking spaces where there is a current shortage. A list of Heavily Parked Streets is included as Appendix TRN3 at the end of this chapter (to follow).

**DMP 28****Managing the Highway Network****Forming an Access Onto a Road**

An application for the creation of an access from a dwelling to a highway (other than the North Circular Road) will be acceptable where:

- The location of the access would be at a safe point with adequate visibility
- The access and amount of off-street parking proposed would be visually acceptable (having regard to existing highway verges and trees affected and policy DMP 11 'Urban Greening, Landscaping and Trees')
- When the street is Heavily Parked, the proposal should not result in the loss of more than one on-street space, and, where there is controlled parking, would not result in the creation of more off-street spaces than permitted by the parking standard.
- New highway layouts, visibility splays and accesses to and within development should be designed to a satisfactory standard in terms of safety, function, acceptable speeds, lighting and appearance.
- For a site with a new road, the proposal should have efficient internal circulation as well as integrating with the existing road network in a convenient manner, including for emergency service vehicles, pedestrians, cyclists and, where appropriate, buses.
- New accesses onto the North Circular Road will be resisted in all cases except where replacing an existing unsafe access. Similarly, new accesses on TLRN and London Distributor Roads should be resisted where alternative access is available to the side or rear, and turning facilities should be provided where possible. A preliminary safety audit must be submitted with all major development proposals which abut the TLRN.

New access points, or where development will result in the increased use of existing access points, along London Distributor Roads (as shown on the Policies Map), must not harm their role of distributing traffic across London, in particular bus traffic.

**Road Safety and Traffic Management**

In assessing planning applications, priority should be given to road safety issues, particularly those affecting the convenience and safety of vulnerable road users such as pedestrians and cyclists. Where there is an impact on the highway network, and development requires work to be undertaken to make the impact acceptable, this should be sought through planning obligation or condition.

**7.26** Proposals which would affect TfL's Strategic Road Network, which includes the Edgware Road and Harrow/Watford Road corridors, shall require consultation with TfL which has a strategic management function in minimising congestion on such roads.

**7.27** Brent's London Distributor Roads generally have to provide access to adjacent land uses, but their primary function must be to act as part of the network for through traffic.

**7.28** Improvements to road safety should follow recognised guidance, including for example the Road Safety Action Plan (TfL), which advises that a preliminary safety audit should be submitted with all major development proposals and the associated transport changes on the Transport for London Road Network (TLRN/GLA).

**7.29** Where a developer is required to undertake works to the highway to make their access acceptable, this will be expected via a section 278 agreement or a planning obligation (see Glossary).

## **Parking**

**7.30** The issue of parking is always a sensitive one within the context of new development. A recent study has been undertaken to update Brent's parking standards to reflect current needs and pressures on development and the road network. The level of private non-residential parking provided within development has a major influence on peak hour traffic volumes. Therefore, setting maximum parking standards can help reduce car use

**7.31** Managing the impact of parking covers the role of car free development, and ensuring that requests for additional parking meet a number of conditions which ensure that the local area is not negatively impacted upon by parking. This policy is supported by the parking standards which are set out in Appendix TRN 1

**7.32** It is important that borough parking standards to be in general conformity with the London Plan and that parking standards are set at levels consistent with meeting the objectives of the National Planning Policy Framework. An approach has been taken which ensures that parking levels do not encourage unnecessary traffic generation but, at the same time, maintains the viability and vitality of our town centres. In areas of high PTAL, where parking levels above normal standards are required, we would expect the application to include a matter of undertaking.

## **DMP 29**

### **Parking**

#### **Parking standards and managing the availability of car parking**

Developments should provide the minimum necessary car parking provision. Opportunities for development to be car free should be considered in appropriate locations, where there is good or better public transport access.

Development should comply with the council's parking standards, as set out in Appendix TRN1.

Where the need for car parking provision is accepted, development should not exceed the maximum standard for the area in which it is located (excluding spaces designated for disabled people). In areas of on-street parking stress where there are CPZs, the council will limit the number of on-street parking permits available to occupiers of the development other than for disabled blue badge holders .

Developments will also be expected to meet the council's minimum standards for cycle parking set out in Appendix 2.

The council will:

- a. strongly encourage contributions to car clubs and pool car schemes in place of private parking in new developments across the borough secured through a planning obligation ; and
- b. seek the provision of electric charging points in keeping with the London Plan standards as part of any car parking provision.

#### **Managing the impact of parking**

The creation of additional car parking spaces should not have negative impacts on parking, highways or the environment, and the removal of surplus car parking spaces will be encouraged. Development will not be supported that would:

- a. harm highway safety or hinder pedestrian movement;
- b. provide inadequate sight lines for vehicles leaving the site;
- c. add to on-street parking demand where on-street parking spaces cannot meet existing demand, or otherwise harm existing on-street parking conditions;
- d. require detrimental amendment to existing or proposed Controlled Parking Zones;
- e. create a shortfall of public car parking, operational business parking or residents' parking;
- f. create, or add to, an area of car parking that has a harmful visual impact.

The council will require off-street parking to:

- g. preserve a building's setting and the character of the surrounding area;



h. preserve any means of enclosure, trees or other features of a forecourt or garden that make a significant contribution to the visual appearance of the area; and

i. provide adequate soft landscaping, permeable surfaces (see DMP 21 'Surface Water'), boundary treatment and other treatments to offset adverse visual impacts and increases in surface run-off.

Public off-street parking will be permitted only where it is supported by a transport assessment and is shown to meet a need that cannot be met by public transport.

### **Parking in Town Centres**

Standards for parking in town centres are set out in appendix TRN1. When considering development proposals in town centres, regard will be had to the impact of any on-street parking generated on the operation of the centre and the availability of on and off-street public parking spaces within easy walking distance of the site. The maximum additional amount of parking provided by individual development shall be no greater than the maximum standard for freestanding development, unless existing parking spaces are being re-located from a worse location.

The council will accept the loss of short-term publicly available parking only where this would not lead to under-provision.

**7.33** Policy DMP 29 builds on the approach set out in DMP 39 'Conversions' by addressing the potential impacts of parking associated with development in terms of on-street parking conditions and wider environmental considerations. It should be read in conjunction with Core Strategy Policy CP16.

**7.34** Opportunities for car free development might include locations close to public transport interchanges where space for parking is constrained. Other areas within Controlled Parking Zones that are easily accessible by public transport may also be suitable for car free development. Where development is car free, or there is a limit on the number of occupiers who may be able to park on-street, legal agreements will be used to ensure that future occupants are aware they may not be entitled to on-street parking permits.

**7.35** Large developments within and near town centres should ensure that movement of pedestrians and cyclists are not hindered by excessive on-street parking. Development at and around Wembley Stadium for example, requires thorough management plans to control the movement of public transport, pedestrians and cyclists.

**7.36** New public off-street parking will be subject to a legal agreement to control the layout of the parking spaces, the nature of the users and the pricing structure. Where parking is created or reallocated, Brent will encourage the allocation of spaces for low emission vehicles, car clubs, pool cars, cycle hire and parking, and electric vehicle charging equipment.

### **Movement of Goods and Materials**

**7.37** Efficient handling and transport of freight is crucial for the regeneration of the industrial areas of the borough. Rail and water are much more sustainable means of transporting freight over longer distances, than by road, and can be more economic. Even where movement by road is necessary for part of the journey, transshipment to rail/water for the remainder is to be preferred. Grants under the Railways Act may be available to develop new facilities. There are opportunities for railfreight related development within the Park Royal and Wembley Strategic Employment Areas. There will be a presumption in favour of the transfer of freight from road to rail and water movement and transshipment.

**DMP 30****Movement of Goods and Materials****Provision and protection of freight facilities**

Development that would generate significant movement of goods or materials, both during construction and in operation, should minimise the movement of goods and materials by road. The use of more sustainable alternatives, i.e. by rail and canal, is encouraged.

For longer distance movements, the provision of sidings within suitable new developments adjoining railway lines is supported. Warehousing development, adjoining rail lines where rail access can be provided, should include sidings.

Existing sidings will be protected where these are adaptable to serve anticipated needs.

**Servicing in new developments**

The provision of servicing facilities is required in all development covered by the Plan's standards in Appendix TRN2, and we will work with developers to provide the optimum servicing and delivery arrangements for new developments. Servicing should be provided within the curtilage of the site wherever possible.

**7.38** The London Plan (Policies 6.14 and 6.15) relate to freight. Policy 6.14 states that existing and new sites should be safeguarded to enable the transfer of freight to rail and water. Under 6.15, the need for rail freight interchanges are emphasised which must deliver modal shift from road to rail. Brent's Core Strategy (CP20) state policies which maximise opportunities to move freight by non-road means (such as water and rail) and minimise the impact of industrial and employment use on the road network.

**Transport Needs of Disabled People and Others with Mobility Difficulties**

**7.39** To fully provide for the needs of disabled people within new developments requires inclusive design so that the whole community can access new development. The bus companies and Transport for London are heavily investing in features, such as low floor and colour contrasted grab rails on buses, that will help ease some of the difficulties encountered. Standards for disabled parking are set out in Appendix TRN1 on parking.

**Evidence Base**

Brent's Road Danger Reduction Plan (2006), London Borough of Brent

Brent's Local Implementation Plan (2011), London Borough of Brent

Heavily Parked Streets Study (2014), MHTC

Brent's Parking Standards (2012), Steer Davies Gleave

## APPENDIX TRN1 - PARKING STANDARDS

**7.40** A separate set of standards has been developed for the Wembley regeneration area. These are set out in the Wembley Area Action Plan.

### Employment Use Classes

**7.41** The employment areas in LB Brent have significant variations in levels of access to public transport and other individual characteristics.

**7.42** Where parking is proposed, the following standards, as detailed in table1 below, should be applied. The proposed standards fall within the London Plan range of standards for B1 but should be applied to all employment uses. A distinction is made between areas of the borough to the north and the south of the Dudding Hill railway line as this broadly reflects variations in public transport provision.

**7.43** The provision of parking in new developments below the standards set out in the table is encouraged (see car free/car capped section). The provision of parking at a higher level than provided by these standards, but in accordance with the London Plan, would need to be justified through a Transport Assessment, and recognise future PTAL ratings.

| Location                | Definition                              | Maximum Parking Standard                        |
|-------------------------|---|---|
| Inner Brent             | South-east of Dudding Hill railway line | 1 space per 800m <sup>2</sup> gross floor space |
| Outer Brent             | North-west of Dudding Hill rail line    | 1 space per 200m <sup>2</sup> gross floor space |
| Regeneration exception* | Opportunity and growth areas            | 1 space per 100m <sup>2</sup> gross floor space |

**Table 2 - Employment Maximum Parking Standards**

**7.44** The regeneration exception will be subject to a transport assessment verification. Developments in the growth areas and Park Royal Opportunity Area may be permitted more parking to encourage the sustained regeneration of these areas. Developments in these areas will be permitted to use the regeneration exception standard for outer London Boroughs, so long as this is justified through a transport assessment.

**7.45** More generous parking than that set out in the table above could be acceptable provided that one or more of the following criteria can be demonstrated:

- Ensuring that there are no significant adverse impacts on congestion or air quality
- A lack of existing on or off-street parking spaces
- A commitment by the developer to provide space for electric and car club vehicles, bicycles and parking for disabled people above the minimum thresholds; and
- A binding commitment via a Travel Plan to reduce more generous provision over time.

**7.46** The parking standards for employment to be applied in Wembley are contained in the Wembley Area Action Plan

### Retail Parking Standards

**7.47** The London Plan is most prescriptive when dealing with retail parking standards. Standards should be consistent across town centre areas to avoid variations in parking over small areas.

## Draft DMDPD

**7.48** The provision of public parking in town centre areas needs to be balanced with the need to deter unnecessary car trips. More restrictive standards away from town centres are designed to reduce the trend for "out of town" developments that are often heavily reliant on the private car for access.

**7.49** For town centres in the area of the borough classified in Inner London, more restrictive standards are applied to A1 retail parking provision. This is because these areas have good public transport provision relative to elsewhere in the borough. Additional parking requirements may be met through the provision of off-street parking with charges applied. Parking standards for the Major Town Centres are shown in Table 2 below.

| Retail Use                                 | Maximum Standard                                |
|--|---|
| Food - up to 500m <sup>2</sup>             | 1 space per 200m <sup>2</sup> gross floor space |
| Food - up to 2,500m <sup>2</sup>           | 1 space per 120m <sup>2</sup> gross floor space |
| Food - over 2,500m <sup>2</sup>            | 1 space per 60m <sup>2</sup> gross floor space  |
| Non Food                                   | 1 space per 100m <sup>2</sup> gross floor space |
| Garden Centre                              | 1 space per 100m <sup>2</sup> gross floor space |
| Town Centre/Shopping Mall/Department Store | 1 space per 100m <sup>2</sup> gross floor space |

**Table 3 - Maximum A1 Retail Parking - Major Town Centres**

**7.50** There are a number of smaller town centres across the borough, which range in accessibility to public transport. It is important that these centres are maintained and encouraged to develop to provide local services and amenities for Brent residents. Parking standards for the rest of the borough are shown in Table 3.

| Retail Use                                 | Maximum Standard                                |
|--|---|
| Food - up to 500m <sup>2</sup>             | 1 space per 100m <sup>2</sup> gross floor space |
| Food - up to 2,500m <sup>2</sup>           | 1 space per 60m <sup>2</sup> gross floor space  |
| Food - over 2,500m <sup>2</sup>            | 1 space per 30m <sup>2</sup> gross floor space  |
| Non Food                                   | 1 space per 50m <sup>2</sup> gross floor space  |
| Garden Centre                              | 1 space per 50m <sup>2</sup> gross floor space  |
| Town Centre/Shopping Mall/Department Store | 1 space per 50m <sup>2</sup> gross floor space  |

**Table 4 - Maximum A1 Retail Parking - Rest of the Borough**

**7.51** For Wembley, the retail parking standards are split between more accessible, and less accessible areas and are shown in the Wembley Area Action Plan:

## Residential Parking Provision

**7.52** Analysis has highlighted that there is a clear correlation in the borough between deprived areas, public transport accessibility and reduced car ownership. The wards in the north of the borough show higher levels of car ownership, lower levels of deprivation and lower levels of public transport accessibility. The standards for residential development reflect this pattern and the fact that where public transport is less accessible, residents will make use of their cars for essential trips more often and therefore require the facility to park a car at their property. Family homes are more likely to need car parking. Residential parking standards are maximum standards.

|       | Housing Type        |                     |                      |
|-------|---------------------|---------------------|----------------------|
| PTAL  | 4+ beds             | 3 beds              | 1-2 beds             |
| 1 - 3 | 2.0 spaces per unit | 1.5 spaces per unit | 1.0 spaces per unit  |
| 4 - 6 | 1.2 spaces per unit | 1.2 spaces per unit | 0.75 spaces per unit |

**Table 5 - Residential Car Parking Standards - Brent**

**7.53** Parking standards for Wembley have been defined in a way which gives an average of 0.50 spaces per unit. The residential standards for Wembley are shown in the Wembley Area Action Plan.

## Parking for Hotels

**7.54** The following standards will be applied to hotels:

- PTAL 4-6: Operational and disabled parking provision only, with minor exceptions where warranted
- PTAL 1-3: Additional parking allowable up to 1 space per 5 bedrooms if justified by a transport assessment
- One coach parking space should be provided for every 100 bedrooms.

**7.55** Where appropriate, hotels may be granted additional parking where the following criteria apply:

- Parking is not available in nearby public car parks, and
- Parking spaces provided on-site should be made publicly available wherever feasible

**7.56** Only operational and disabled parking should be provided for new hotels in the Major Town Centres of Wembley and Kilburn.

## Parking for Residential Institutions

### Hospitals

**7.57** For hospitals, these should be assessed individually due to the differing nature of the parking demands depending on the range of treatments offered. There will be a higher level of operational parking required than for other large institutions. A travel Plan should be developed to ensure that visitor and employee parking is managed. Where existing hospitals are subject to developments or refurbishments, the existing levels of parking should be the starting point, with any additional requirements justified through a transport assessment.

## C2 (Other Residential Institutions)

**7.58** Other residential institutions such as halls of residence and residential schools and colleges should base the parking provision on the number of bedrooms. It is proposed that a maximum standard of one space per 10 beds is applied. Further visitor parking may be acceptable provided adequate justification is provided through a Transport Assessment.

**7.59** Where the development is for the provision of student halls of residence, in line with recent consented schemes, we will seek car free schemes, due to the low levels of car ownership amongst students

## Parking for non-residential institutions (D1)

**7.60** This category covers places of worship, health centres, nurseries and museums, all with varying parking requirements. For all D1 uses, 1 car parking space should be provided per 10 users/visitors on site at any one time. However, for developments situated in high PTAL locations, parking provision should be justified by a transport assessment. Longer stay visitor parking should be deterred.

**7.61** A separate standard applies for schools:

- PTAL 1-3: one car parking space per 5 staff; and
- PTAL 4-6: operational and disabled provision only, unless otherwise justified through a transport assessment

## Parking for Assembly and Leisure

**7.62** This category covers cinemas, bingo halls and theatres along with leisure centres, swimming pools and gymnasiums.

**7.63** In locations with PTALs of 4-6, on-site provision should be limited to operational needs, parking for disabled people and that required for taxis, coaches and deliveries/servicing. In locations with PTAL of 1-3, provision should be consistent with objectives to reduce congestion and traffic levels and to avoid undermining walking, cycling or public transport.

**7.64** Applicants are encouraged to make use of existing publicly available parking spaces before making on-site provision. Where on-site provision is required, it is proposed that 1 car parking space is provided per 10 users/visitors on site at any time. Where venues provide a total capacity over 500 patrons, it is proposed that the level of parking is determined on an individual basis, subject to a detailed transport assessment.

## Disabled Parking

**7.65** For new residential development, a minimum of 5% of parking spaces provided for private units should be dedicated to disabled use. 10% of parking spaces provided for affordable units should be dedicated to disabled use.

**7.66** For all other uses, a minimum of 5% parking spaces should be dedicated to disabled use.

## Cycle Parking

**7.67** The following cycle parking standards are the same as the London Plan apply in Brent (no. of cycle spaces):

A1 Food

Out of centre: 1 per 350 sqm for staff and visitors

In centre: 1 per 125 sqm for staff and visitors

#### A1 Non-food

Out of centre 1 per 500 sqm for staff and visitors

In centre 1 per 300 sqm for staff and visitors

#### A2 Financial Services

1 - 125 sqm for staff and visitors

#### A3 - A5 Cafes & Restaurants, Pubs and Wine Bars, Takeaways

Cafes and Restaurants 1 per 20 staff plus 1 per 20 visitors

Pubs and Wine Bars 1 per 100 sqm for staff and visitors

Takeaways 1 - 50 sqm for staff and visitors

#### B1 (Business)

Business Offices - 1 per 125 sqm for staff and visitors

Light industry and research and development - 1 per 1250 sqm for staff and visitors

#### B2 - B8 (General industry and storage and distribution)

1 per 500 sqm for staff and visitors

#### C2 (Residential Institutions)

Care Homes / secure accommodation - 1 per 3 staff + minimum 2 spaces for visitors

Hospitals - 1 per 5 staff + 1 per 10 visitors

Student accommodation - 1 per 2 beds + 1 per 10 visitors

#### C3 (Dwellings)

1 per 1 or 2 bed unit for residents + 1 per 40 units for visitors

2 per 3 bed or more unit + 1 per 40 units for visitors

#### D1 (Non-residential institutions)

Nurseries and primary/secondary school - 1 per 10 staff + 1 per 10 students

University/colleges - 1 per 8 staff + 1 per 8 students

Other (libraries, dentist, church) - 1 per 10 staff + 1 per 10 visitors

Health facilities/clinics - 1 per 10 staff + 1 per 10 visitors

D2 (Assembly and Leisure)

Other (cinemas, bingo) - 1 per 20 staff + 1 per 50 seats

Sports (sports hall, swimming bath, gymnasium) - 1 per 10 staff + 1 per 10 visitors

Sui generis - as per most relevant standard (e.g. casino and theatre - D2)

Stations - to be considered on a case by case basis through liaison with TfL.

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## APPENDIX TRN2 - SERVICING STANDARDS

### A1 Retail

**7.68** For A1 retail units less than 2,000m<sup>2</sup> gross floor area, one full sized lorry bay for service vehicles should be provided. If the development forms part of a group of smaller units, the total floor area of the entire groups of units should be used to determine the number of service vehicle bays. Existing service facilities should also be taken into account.

**7.69** For larger A1 retail units over 2000m<sup>2</sup>, one full size lorry bay for service vehicles should be provided

### A3 Food and Drink Establishments

**7.70** Standards should be provided on a site specific basis, depending on the size of service vehicles and each location

### B1 office units

**7.71** B1 office-use developments should provide service space only for 8m rigid service vehicles, as opposed to maximum sized (ie 10m) rigid vehicles at each location

### B1 Business (non-office)

**7.72** Units under 300m<sup>2</sup> should provide a loading bay that can accommodate an 8m rigid vehicle. Units between 300m<sup>2</sup> and 2000m<sup>2</sup> should provide a loading bay for full-sized (10m) rigid vehicles. Beyond 2000m<sup>2</sup>, there should be provision of two full sized loading bays

### B2 General industry

**7.73** Servicing standards for B2 General industry developments should follow the same approach as for B1 business

### B8 Warehouse

**7.74** Servicing standards for B8 warehousing should follow the same approach for B2 and B1 business

### C1 Hotels

**7.75** In addition to the coach parking provision standards, new hotel developments should also provide a loading bay for at least one 8m sized rigid vehicles. Any specific sites with alternative requirements should be reviewed separately



## C2 Residential Institutions

**7.76** Servicing standards for C2 Residential Institutions should be determined on a site-specific basis. In general, all C2 residential institutions should provide facilities for at least one 8m rigid vehicles.

## APPENDIX TRN3 - HEAVILY PARKED STREETS

To follow

## 8 Employment

### Introduction

**8.1** This set of policies builds upon the strategic context set out within the Core Strategy chapter Maintaining Employment outside of Growth Areas. The chapter establishes the employment land hierarchy in Brent; and the strategy for maintaining and growing jobs in the borough's industrial areas and town centres. Policy CP20 safeguards Strategic Industrial Locations (SIL) and Locally Significant Industrial Sites (LSIS) for the protection of land for industrial employment, typically falling within B use classes. Brent has four SILs (Park Royal, Staples Corner, Wembley and East Lane) identified in the London Plan and eight LSISs (Alperton, Brentfield Road, Church End, Colindale, Cricklewood, Honeypot Lane, Kingsbury and Neasden Lane), of local significance to Brent's economy.

**8.2** In addition Brent contains a number of Local Employment Sites. These are generally embedded within the residential fabric of the borough and are an important source of local employment and workspace for new and emerging enterprises. Brent's town centres also play an important role in the local economy. Policies promoting successful town centres which enable economic growth are contained in the town centre chapter.

### Local Employment Sites

**8.3** The National Planning Policy Framework (NPPF) and London Plan emphasise the importance of allowing sufficient flexibility to adapt to changing circumstances by supporting managed conversion of surplus employment land. An unmanaged approach to the loss of employment land will affect the availability of business accommodation, and the development of potential growth sectors within the borough. Policy DMP 31 'Local Employment Sites' sets criteria to determine where the conversion of a Local Employment Sites to non-employment uses will be acceptable based on the findings of the Brent Employment Land Demand Study (2013). The study identified a need to release approximately 20.9 ha of existing industrial land by 2029. To help achieve an effective balance of supply and demand, land has been identified for release from Wembley SIL and Northfield Industrial Estate SIL. In addition the following four Local Employment Sites have been identified as being appropriate for release:-

- Alperton Lane west of Currys
- Woodside Avenue
- Mount Pleasant/Beresford Avenue
- Hassop Road

**8.4** As recommended by the study up to a further 7.5 ha will be released from existing Local Employment Sites according to the criteria outlined in policy DMP 31 'Local Employment Sites'.

**DMP 31****Local Employment Sites**

The council will allow the release of Local Employment Sites to non-employment uses subject to the following criteria being met:

- a. Cumulatively no more than 7.5 ha of local employment sites being lost over the plan period, in addition to the sites identified for release; and
- b. It can be demonstrated there is no current or future demand for the site for ongoing employment use and the possibility of redeveloping the site for alternative employment uses has been fully explored; or
- c. The redevelopment of the site for a mixed use scheme incorporating the maximum amount of employment floorspace possible would accommodate the existing employment use or, where the site is vacant, would result in employment space that meets an identified need for affordable workspace in the borough, as well as demonstrable wider regeneration benefits to the community.

Proposals for residential development will also be subject to a satisfactory residential environment and high quality of design being achieved. Where the loss of employment use is in a primary or secondary frontage within a town centre an active frontage is to be retained.

**8.5** Employment uses are defined as B1a (Office), B1b (Research and Development), B1c (Light Industry), B2 (General industrial), B8 (Storage and Distribution) and closely related Sui generis uses. All other uses are classed as non-employment for the purposes of this policy.

**8.6** To demonstrate there is no demand for the site for ongoing employment use the applicant must submit evidence that the site is vacant and a thorough marketing exercise at realistic prices for the area has been sustained over a 24 month period. Marketing must be through a commercial agent at a price that genuinely reflects the market value in relation to use, condition, quality and location of floorspace. A professional valuation of the asking price and/or rent will be required from at least three agents to confirm that this is reasonable. It must be demonstrated that consideration has been given to alternative layouts and business uses, including smaller premises with short term flexible leases appropriate for SMEs.

**8.7** Where redevelopment or re-use would not give rise to a material loss of employment, non-employment generating uses may be appropriate on part of the site. The applicant must demonstrate that redevelopment will result in:

- the maximum economically feasible amount of employment floorspace on the site;
- the accommodation of the existing employment use, or where the site is vacant employment floorspace, to meet development needs of businesses in Brent, particularly SMEs;
- delivery of wider regeneration benefits to the community; and
- employment floorspace with a very strong prospect of being occupied.

**8.8** As evidence the employment space will be occupied the council will require a letter of agreement from the current employment use operating from the site stating their intent to occupy the proposed floorspace. Alternatively, where the site is vacant employment floorspace should comprise affordable workspace for start up companies or 'move on' space for SMEs to meet the identified need for these forms of employment space in the borough. To demonstrate the units are affordable the applicant should submit evidence of agreement to lease

the space to an approved Managed Workspace Provider at no more than 50% of comparable local market rate for at least 10 years. This must include confirmation from the Workspace Provider of willingness to manage the premises, to an agreed specification, on concessionary lease terms which will allow the space to be let to end users at economic rents. Details of the potential management arrangements and rents to be charged for a minimum of 10 years must be submitted with the proposal for assessment by the council. The fit out of the workspace should be to ready to occupy level, to a specification agreed with the Managed Workspace Provider.

**8.9** Where the release of Local Employment Sites is acceptable the preferred use would be housing or educational use, subject to compliance with other policies in the plan. Proposals for conversion to sensitive uses will be subject to the developer demonstrating an acceptable environment can be achieved, particularly in the case of residential development. This is of particular concern in Brent due to the number of employment uses in proximity to the North Circular Road (NCR). The NCR forms a key element in the London Road Network in channelling essential traffic, especially freight, away from Inner London. As such the NCR presents special air quality problems and has been identified as one of the most polluted locations within the borough in Brent's Air Quality Action Plan (2005-2010). All proposals must have consideration for policy DMP 18 'Air Quality' to manage air quality sensitive development within restricted areas in close proximity to the NCR, such as housing, hospitals and schools. In addition conversions to non-employment uses within the primary or secondary frontage of a town centre must maintain an active frontage, to protect the viability and character of the town centre.

## Offices

**8.10** The Employment Land Demand Study (2013) identifies a net additional demand for approximately 29,500m<sup>2</sup> to 47,500m<sup>2</sup> of B1a floorspace to 2029, however, in the short term it is anticipated there will be a period of consolidation and structural change. This policy establishes Brent's approach to managing this change by concentrating new office development in viable locations where there is evidence of strategic and local demand, whilst allowing for conversion of poor quality office stock. Core Strategy policy CP20 sets out where office development will be appropriate. Office development is a town centre use therefore the sequential approach as established in the NPPF will apply. In addition office development will be acceptable in Park Royal and Wembley which have been identified in the London Office Policy Review (2012) and Employment Land Demand Study (2013) as presenting opportunities for office provision in the borough.

## DMP 32

### Offices

The council will allow development resulting in the loss of vacant office floor space where there is evidence over a period of 12 month, active marketing (at a reasonable value for that area) has been carried out; and the possibility of retaining, reusing or redeveloping the site for alternative smaller or more flexible units suitable for SMEs has been fully explored.

**8.11** In providing evidence that office stock is surplus to requirements developers are to submit evidence of a thorough marketing exercise at realistic prices for the area, sustained over a 12 month period. It must be demonstrated that consideration has been given to alternative layouts appropriate for SMEs. Marketing must be through a commercial agent at a price that genuinely reflects the market value in relation to use, condition, quality and location of floorspace. A professional valuation of the asking price and/or rent will be required from at least three agents to confirm that this is reasonable. Core Strategy policy CP 20 also applies to office space within the SIL or LSIS.

**8.12** On 6 September 2012 the Government announced, as part of a package of measures to support economic growth, that permitted development rights would be introduced to enable change of use from office (B1a use class) to residential (C3 use class) without the need for planning permission. The Government's Chief Planner confirmed by letter on 24 January 2013 the new rights will come into force in Spring 2013 and initially be time limited to a period of 3 years. The permitted development rights will only cover change of use: any associated physical development which currently requires a planning application will continue to need one. The DMDPD has a 15 year lifespan therefore a policy is required covering conversion of offices to residential beyond the time limit of the permitted development rights.

### **Managed Affordable Workspace for Small and Medium Enterprises**

**8.13** Small and medium enterprises (SMEs) and creative industries make an important contribution to employment opportunities and prosperity in the borough. Over two-fifths (44.6%) of Brent's employment is in SMEs, higher than the London average (42.1%) and nine out of 10 enterprises in Brent are micro enterprises (with less than 10 employees). Within Brent there are significant clusters of creative industries including performing arts, centres of dance, music production, fashion and artisan activities - in particular within Kilburn and Brondesbury. The borough is also home to storage and warehousing supporting the sector, for example: film and music studios; lighting management; prop retail, manufacturing and storage; all located within Park Royal and Wembley. Recent research suggests that there are over 1,500 creative industry enterprises within Brent, representing 3% of all enterprises within London.<sup>(1)</sup>

**8.14** The Employment Land Demand Study (2013) identified a relative lack of appropriate affordable space for small start up companies and SMEs in the borough. To encourage SMEs and meet the development needs of businesses, as required by the NPPF, the Employment Land Study (2013) states the council should require at least 10% of the floorspace within new major commercial development schemes in SIL and LSIS to be affordable workspace for SMEs. Promoting SMEs through encouraging flexible, appropriate workspace will not only provide local jobs, it will also generate positive effects on the local economy and will boost wealth through creating a local multiplier effect.

## **DMP 33**

### **Affordable Workspace**

The council will seek through developer contributions at least 10% of the floorspace within new major commercial development schemes in SIL and LSIS to be affordable workspace for SMEs, subject to viability. If on-site provision is not possible or appropriate, financial contributions for equivalent off-site provision will be sought.

Proposals for the redevelopment of existing affordable workspace must seek to incorporate an equivalent amount of affordable workspace that is flexible and/or workspace suitable for occupation by micro and small enterprises, unless it can be demonstrated to the council's satisfaction that the site is no longer suitable for the provision of similar uses, or that this would make the scheme unviable.

Creative businesses will be supported and encouraged.

**8.15** The council will require at least 10% of the floorspace within new major commercial development schemes in the borough's SIL and LSIS to be affordable workspace for SMEs, subject to viability. The 10% is to comprise a range of flexible unit sizes including units less than 250m<sup>2</sup> and 100m<sup>2</sup> to provide for SMEs (including

1 Brent Local Economic Assessment (2011)

micro-businesses). To demonstrate that the units are affordable the applicant should submit evidence of agreement to lease the workspace at 50% of comparable local market rate for at least 10 years to an approved Workspace Provider. This must include confirmation from the Workspace Provider of willingness to manage the shell and core, to an agreed specification, on concessionary lease terms which will allow the space to be let to end users at economic rents. Details of the potential management arrangements and rents to be charged for a minimum of 10 years must be submitted with the proposal for assessment by the council. If on-site provision is not possible or appropriate, financial contributions for equivalent off-site provision will be sought.

## **Employment Uses Design and Infrastructure**

**8.16** Good design is a key aspect of sustainable development as stated in the NPPF. In order to improve the attractiveness of the borough's employment areas as places of work, the council wants to encourage the provision of high standards of development, capable of offering comfort and convenience for employees and provide attractive, amenable well serviced areas for companies to locate and relocate. SIL and LSIS are generally located away from town centres or from shopping services and local facilities. In order to attract and retain business activity and employees, and to reduce the need to travel by car, some services and facilities need to be accessible to such locations. The council encourages the provision of a range of employee facilities including childcare, social facilities and small areas of open space where employees can take a break. In keeping with London Plan policy 8.2 to ensure childcare provision is not a barrier to the labour market, developments over 5,000 sqm or employing more than 150 staff will be required to provide childcare facilities through planning obligations. Applications for all employment uses and extensions will be considered against this policy.

### **DMP 34**

#### **Employment Uses Design and Facilities**

##### **Design**

Proposals for employment uses, including extensions to existing buildings, must:

- a. enhance the character of its surroundings, address the street and have a high standard of finish;
- b. have integrally designed landscaping which improves local amenity, and incorporate urban greening measures such as green roofs, green walls, trees and soft landscaping;
- c. be designed to be flexible and suitable to meet future needs especially to provide for the requirements of SMEs;
- d. not have an unacceptable environmental impact on adjacent uses and any nearby residential properties in terms of noise, dust, pollution, hours of use, access and servicing;
- e. provide sufficient parking and operational space in accordance with council standards;
- f. be accompanied by a Travel Plan if it is a major proposal involving more than 1,000m<sup>2</sup> and the council may consequently require access improvements to be secured through developer contributions.

##### **Facilities**

Small-scale leisure, eating and retail facilities (generally less than 200m<sup>2</sup> gross) will be permitted on employment sites providing the facility is intended primarily to meet the needs of workers in the vicinity; and it does not attract significant levels of visitor traffic into the area, or exacerbate existing traffic problems. The loss of such facilities will be resisted where this would lead to a deficiency of employee facilities within an employment site.

The council will seek planning obligations to ensure developments over 5000m<sup>2</sup> provide childcare facilities

**8.17** To ensure development results in a high quality working environment the council will require proposals for commercial buildings and extensions to enhance the character of its surroundings and demonstrate a high standard of finish, using high quality attractive and functional materials which are easy to maintain. Buildings must be set in integrally-designed landscaping which meets the requirements of policy DMP 11 'Urban Greening, Landscaping and Trees'. Where possible designers should take the opportunity to coordinate landscape with neighbours and other sites to maximise and improve local amenity provision. Sustainability requirements are set out in Core Strategy policy CP19. To ensure employment uses do not have an unacceptable impact on adjacent uses and nearby homes, conditions may be imposed concerning such matters as insulation, hours of use and servicing.

**8.18** Employment schemes outside town centres should be designed for maximum flexibility, so they can adapt to meet changing needs. Where appropriate, and particularly where no end user has been identified, schemes should incorporate the following design features that enable flexible use:

- clear open span and flexible space with few supporting columns;
- use of adjustable internal partitions;
- wide doors/corridors;
- loading facilities;
- large amounts of natural light;
- availability of a range of units sizes; and
- space for servicing by/parking of commercial vehicles.

**8.19** Major proposals involving more than 1,000m<sup>2</sup> will require a Travel Plan setting out how the use of sustainable modes of transport will be encouraged. The development should comply with the council's transport, access, servicing, car and cycle parking standards and policies.

### **Work-Live Premises**

**8.20** Work patterns are changing and innovations in information technology mean that flexible working patterns are increasingly possible. Work-Live and home working can be a means of supporting new business start ups by reducing costs. They can also significantly reduce the need to travel and offer considerable gains in terms of sustainability.

**8.21** The Employment Land Demand Study (2013) recommended a cautious approach to permitting Work-Live units within employment areas. This is because research suggests that in Brent Work-Live units are more likely to be used as a 'backdoor' to obtain residential planning permission and this could lead to the long term erosion of employment areas. This policy approach intends to facilitate genuine Work-Live development and small scale home working but manage activities that would cause environmental nuisance, detriment to residential amenity or lead to the permanent loss of employment or residential units.



**DMP 35****Work-Live Premises**

Proposals for Work-Live units in the borough will only be permitted provided that:

- a. they are outside SIL and LSIS;
- b. there is no loss of any permanent residential units;
- c. there is no loss of sites in business or employment use where there is potential for that use to continue;
- d. the residential element complies with standards on affordable housing, dwelling and room sizes, wheelchair accessible housing, lifetime homes and other residential amenity standards;
- e. They are managed by an organisation committed to their use primarily for employment, as evidenced by a management plan.

**8.22** Work-Live is the combination of living accommodation (Use Class C3) with workspace (Use Class B1, but not B2 or B8) within a single self contained unit. In order to ensure Work-Live development does not lead to the permanent loss of employment or residential units conditions will be applied. In addition units will not be permitted in SIL or LSIS as the introduction of an element of residential to these predominantly industrial areas has the potential to prejudice their future development for employment uses. Work-Live is more suited to Local Employment Sites as it can help to manage the interface between exiting industrial buildings and new residential development; and there is no potential net loss of residential development. Applications must be supported by a management plan agreed by the council which demonstrates the units will be managed by an organisation committed to their long term management so as to maintain their use primarily for employment. An indicative ratio of 70:30 in favour of the work element will be sought.

**8.23** Permitted development rights allow residents to carry out their own trade or profession from home, where this is done in a way which does not cause nuisance, and where the premises continues to be used primarily for residential purposes. Whether home-working requires planning permission or not depends largely on the scale of activities. Permission is likely to be required where the scale of the business use is such that it cannot be considered incidental to the residential use. If applicants are in doubt they may apply for a Certificate of Lawful Use for the proposed activity, to confirm it is not a change of use and still the lawful use. Where permission is required proposals will be assessed against policies DMP 38 'Maximising Housing Supply' and DMP 10 'Protecting Amenity'.

**Evidence Base**

Brent's Cultural Strategy (2010-2015), London Borough of Brent

London Office Policy Review (2012), Greater London Authority

Brent Economic Assessment and Future Growth and Action Plan (2013), ARUP

Employment Land Demand Study (2013), URS

## 9 Housing

### Introduction

**9.1** An important element of the sustainable development theme in the NPPF is '*supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations*'. Local Authorities are required, through the NPPF, to plan for a range of housing appropriate for the current and future needs of different groups in the community; as well as the type and tenure of housing, this also includes the size required in particular locations reflecting local demand.

**9.2** The London Plan reiterates the importance of identifying and planning for local need with particular emphasis on providing affordable family housing. Brent's Core Strategy plans for 22,000 additional homes (including 1,030 reoccupied vacant homes) between 2007 and 2026 and the London Plan sets an annual target of 1,065 homes for the borough (again including reoccupied units).

**9.3** The GLA's population projection for London has now increased beyond previous estimates and, as such, boroughs are required to increase their housing targets to address both the backlog and the future increase in households. The GLA has undertaken a Strategic Housing Land Availability Assessment involving all London boroughs to inform the emerging Further Alterations to the London Plan and, as a result, Brent's annual housing target (including non self-contained accommodation) has risen to 1,525 units.

**9.4** This chapter sets out how planning decisions will be made in support of Core Strategy policies CP2 and CP21 in particular.

### Affordable Housing

**9.5** Core Strategy policy CP21 requires new housing to appropriately contribute towards meeting the borough's household needs. Affordable housing is particularly important in Brent where residents' average salaries fall notably below the London average but where house prices and family sizes are disproportionately high. In 2011, for Brent residents in full-time work gross median earnings were lower than the UK median and only 80% of the London median, while the mean average rent in Brent was the tenth highest in London and England. In 2010/11 in Brent the median private rent for a two-bedroom property as a proportion of local earnings was 74%, the 5th highest in London and in England (Brent Council Tenancy Strategy).

**9.6** The particular housing need identified within the borough means that one of the key objectives of Brent's Core Strategy is that 50% of new homes should be affordable, this is also reflected as a monitoring target. DMP 36 'Affordable Housing' includes details of how the requirement for affordable housing will be applied to development proposals and is applicable to all developments of self contained accommodation, including accommodation specifically for older people and uses falling within the C2 Use Class.



**DMP 36****Affordable Housing**

- a. All housing developments on sites capable of providing 10 or more units will be required to provide the maximum reasonable proportion of affordable housing with a target of 50%.
- b. In order to meet local housing needs, 70% of new affordable housing provision should be for social rented housing or affordable rented housing and 30% for intermediate housing.
- c. Affordable housing must fully meet the objectively assessed needs of the local housing market. Affordable rented housing must meet the needs of households eligible for social housing, with eligibility determined with regard to local incomes and local house prices in line with Brent's Tenancy Strategy.
- d. Affordable housing should be required on-site. Off-site affordable housing provision and cash in lieu contributions will be considered only in exceptional circumstances and where affordable housing will be provided that better meets the borough's needs.

**9.7** All housing developments on sites with a capacity for 10 or more self contained dwellings must make the maximum viable on-site contribution to the borough's acute housing needs. The site's potential housing capacity will be assessed with reference to DMP 38 'Maximising Housing Supply'. Viability will be considered on a site by site basis in order to ensure the maximum viable level of affordable housing provision.

**9.8** Applicants will be required to assist with the viability assessment by submitting a three dragons toolkit or other recognised toolkit model as agreed with the council along with information to support assumptions in the toolkit. In large or complex schemes the applicants will be required to pay for an impartial consultant to assess the viability on behalf of the council.

**9.9** The artificial subdivision of sites, with the effect of circumventing this policy, will not be permitted. The affordable element should be available for occupation at the same time as other elements or sooner as may be appropriate and be available to borough residents (both initial and subsequent occupiers). The council, in determining a scheme's viability to provide the maximum reasonable affordable housing contribution, will have regard to:

- a. The size and type of the scheme, including the number of residential units and any mixed use elements.
- b. Any exceptional site development and/or construction costs.
- c. The estimated market value of the scheme (including non residential elements).
- d. The availability and level of public subsidy.
- e. The cost of satisfying any other Plan objective and/or requirement.

**9.10** Provision may be made for re-appraising the viability of schemes in relation to affordable housing, particularly for phased developments.

**9.11** Affordable housing should provide a range of dwelling types and mix of sizes in accordance with DMP 37 'Dwelling Size Mix'. It should be designed to promote socially inclusive mixed communities and so the tenure of different elements of a scheme should not be apparent from the siting, design, layout or built form.

**9.12** Affordable housing provision aims to address a very wide range of housing needs and tenure preferences, and encompasses both a range of rented accommodation and various routes to home ownership. The predominant Brent affordable housing need is for social rent accommodation/rented accommodation, with rents set at target levels, provided or managed by Registered Providers; as such the tenure mix target ratio for affordable housing is set at 70:30 rent to intermediate housing. While this is the appropriate ratio for the borough, the characteristics of certain sites may result in a different appropriate mix, such exceptions could include:

- a. A different type of affordable housing mix is required to satisfy a regeneration objective.
- b. The applicant is a Registered Provider who can demonstrate an identified specific affordable housing need.

**9.13** Social Rent is the traditional form of affordable rent; rent levels are set at a target rent taking into account local factors including incomes and house prices to ensure that the cost is low enough for households eligible for social housing. Affordable Rent is subject to rent controls that allow rent to be set at up to 80% of the local market rent, including service charges. This tenure has been created by Government in order to maximise affordable housing delivery with low levels of public subsidy. Proposals should demonstrate how they comply with Brent's Tenancy Strategy and meet the needs of eligible Brent residents on the social housing waiting list.

**9.14** In exceptional circumstances the provision of affordable housing off-site, or an in-lieu contribution ring-fenced for the provision of affordable housing on an identified site, may be preferable. Such circumstances may include a higher level of provision being achievable off-site, the characteristics of another site would better address priority needs (especially for affordable family housing) or off-site provision would help secure a more balanced community in terms of tenure mix.

### **Dwelling Mix : An Appropriate Range of Dwelling Sizes**

**9.15** Brent is required by the NPPF to ensure that the Local Plan meets the housing needs of the borough over the plan's period. Brent's average household size is one of the highest in the country, but less than 25% of the new housing provided in recent years has been more than two bedroom units, and Brent has some of the most overcrowded dwellings in the country. This results in a high level of need for new family housing.

**9.16** Core Strategy policy CP2 requires that at least 25% of new homes be family sized, defined as containing 3 or more bedrooms. To ensure the maintenance and provision of a dwelling mix appropriate to the borough's particular household needs for both market and affordable housing, new housing schemes will be expected to provide a range of dwelling sizes.

## **DMP 37**

### **Dwelling Size Mix**

All developments of self-contained accommodation will be expected to make an appropriate contribution to the borough's diverse household needs by providing a mix of dwelling sizes in accordance with Brent's priority table for housing size mix.

Developments which do not have an appropriate mix will be resisted.

**9.17** The priority dwelling mix table below is informed by Brent's Housing Strategy, the West London SHMA and Brent's intermediate housing register.

|                        | 1      | 2     | 3      | 4+     |
|------------------------|--------|-------|--------|--------|
| Social/Affordable Rent | Lower  | Lower | High   | High   |
| Intermediate           | Medium | High  | Medium | Lower  |
| Market                 | Medium | High  | Lower  | Medium |

**Table 6 Priority Dwelling Mix**

**9.18** Across the board Brent requires at least 25% of new units to be family sized, within the social/affordable rent category the overall aim is 50% but in all schemes a proportion will also be expected across the other housing tenures.

**9.19** In some situations the appropriate mix may vary, with the council's agreement, with regard to the characteristics of the site and area and/or the need to achieve mixed and balanced/inclusive communities. For example a site outside of a town centre may particularly lend itself to a development of family housing. While family housing is appropriate in or adjacent to town centres, the provision of satisfactory amenity space for new units will be a consideration which may impact on the mix. Applicants should also note that Wembley Area Action Plan sets out recommended dwelling mixes for different areas.

**9.20** Certain council priorities such as diversifying the range of accommodation sizes to create mixed and balanced communities, or providing units appropriate for the specific needs of residents in a regeneration area may also alter the priority mix. There will also be flexibility in the dwelling size mix where the development is for sheltered housing or another specialist need.

**9.21** Exceptionally, it may be demonstrated that the priority mix cannot be achieved on a particular site because of viability constraints. In such circumstances it is advised that an acceptable alternative mix, in line with Brent's housing policies, be agreed with the council in advance of an application being submitted. Studio flats will only be acceptable where their inclusion is to make sensible use of floor area where a preferred unit size cannot be accommodated.

### **Maximising Housing Supply & Resisting Loss**

**9.22** The shortage of suitable land on which to achieve the borough's housing target, and the diverse types of new housing that Brent needs, means that it is necessary to ensure the best possible use of a potential new housing site's location and opportunities, while recognising the limitations imposed by any specific constraints. This assessment requires an evaluation of the specific site characteristics, the locality's accessibility to public transport, shopping facilities and townscape character.

**DMP 38****Maximising Housing Supply**

New housing development should be designed to realise its potential residential capacity by making the best use of its general locational and particular site opportunities. The appropriate density will be primarily assessed with reference to the London Plan residential density matrix, the character and quality of the adjacent townscape and the quality of the proposed residential accommodation.

Development should not result in the net loss of residential units unless:

- a. sub-standard units would be brought in line with space standards;
- b. it would consist of the de-conversion of flats to create a family size home and would result in the net loss of no more than one unit;
- c. the location is no longer environmentally suitable for residential use;
- d. as part of a regeneration scheme to improve the quality or mix of units or to provide essential open space;  
or
- e. for a nursery or primary health care use or to expand an existing priority school to meet an identified local need.

**9.23** The density of a housing development is assessed by the number of 'habitable rooms'. The site's accessibility to public transport is measured by its Public Transport Accessibility Level (PTAL), with close proximity to rail and underground stations meriting a 4-6 PTAL rating and infrequent bus services only a 1-2 PTAL rating. The surrounding character and townscape is a significant factor, while good design internally and externally can result in the achievement of higher densities. DMP 40 'Housing Standards and Quality', DMP 8 'Design Principles', and the London Plan density matrix will be relevant to any consideration of appropriate density.

**9.24** Some of Brent's housing stock does not meet current minimum space standards, particularly units which were created without planning permission but have now become established. In these situations the loss of such units and replacement with fewer units achieving current standards would be supported. The de-conversion of flats into a family size house or flat will be supported where it results in the net loss of no more than one unit of 2 bedrooms or less.

**9.25** Exceptional circumstances may arise in Brent where a loss of residential floor space could be acceptable. Such situations would only be acceptable in order to achieve the borough's strategic priorities, including supporting regeneration through improving the mix or quality of accommodation and the residential environment or in meeting an essential and identified borough need, proposals of this nature must also comply with DMP 45 'Location and Design of Social Infrastructure'.

**Conversions**

**9.26** The conversion of larger houses into several flats can provide both additional housing and a range of accommodation sizes. However, given Brent's specific housing needs, it is necessary to ensure that this is not at the expense of larger dwellings which can accommodate families and are a high priority in the borough. As such, it is appropriate to set a minimum original floor area below which properties will not be considered for conversion, thus facilitating the protection of small purpose built family size houses.

**9.27** This policy is applicable to proposals for the conversion of houses into self-contained flats, as well as the conversion of larger flats into smaller flats (other than criteria a.)

## DMP 39

### Conversions

To maintain family size housing, conversion to flats will only be considered where the following criteria are met:

- a. a minimum original floor area of 130sqm and the inclusion of a 3-bedroom unit; and
- b. the mix of units has regard to Brent's priority dwelling mix.

Conversions will not be permitted where they would cause unacceptable additional on-street parking (see DMP 29 'Parking').

Conversions will not be acceptable where the property has direct access onto a Trunk Road (North Circular Road) or on a London Distributor Road where safe access cannot be provided.

Conversions must provide a good quality of accommodation for future occupants and have consideration for neighbouring residential amenity, they should:

- c. achieve appropriate residential standards and arrangement/layout (DMP 40 'Housing Standards and Quality'); and
- d. provide the replacement family size unit at ground floor with direct access to a garden.

Conversion schemes must not harm the character of the property and streetscene, and

- e. cycle storage and bins meeting current requirements must be accommodated without detriment to the character and appearance of the front garden (see DMP 11 'Urban Greening, Landscaping and Trees').

**9.28** The original floor size of the unit, and the parking implications of the development, are both in principle issues which will affect whether or not the proposal can be considered acceptable.

**9.29** All conversion schemes should include, a 3-bed unit suitable for at least 4 people at ground floor to maintain the quality and accessibility of existing family housing. In larger properties consideration should be given to the provision of 4-bed units for at least 5 people.

**9.30** Individual solutions, including modest extensions, may be appropriate to accommodate the required family size units. If site specific circumstances do not enable the provision of family size units then conversion will not be acceptable. In addition to meeting this criteria the overall mix of units created will be considered against Brent's priority dwelling mix table (Table 6 'Priority Dwelling Mix'), including where it is proposed to convert a larger flat into smaller flats.

**9.31** Re-provided family size units in conversion schemes should be at ground floor with direct and immediate access to a garden, effort should be made to provide all additional flats with amenity space. In the event that an existing family size flat does not have access to a garden, the layout and accessibility of the unit and the

characteristics of accommodation in the area will be considered to assess its value as a family size unit, lack of a garden will not automatically allow for the conversion of the flat into smaller units for which there is less need on the dwelling mix priority table.

**9.32** All units created in conversion schemes should comply with the quality of accommodation criteria in DMP 40 'Housing Standards and Quality' and the Mayor's Housing SPG. The horizontal and vertical positioning of adjacent rooms needs to be considered to prevent nuisance between neighbours, for example living rooms, kitchens and bathrooms should not be next to, or stacked above or below, a bedroom in a separate flat.

**9.33** Any external physical alterations carried out to a building should have regard to the existing character and context and be designed with regard to DMP 8 'Design Principles' and other current planning guidance.

**9.34** It is also necessary to restrict conversions of houses located in areas where the proposed flats would generate additional on street parking requirements which would result in further traffic congestion and safety problems and parking problems for existing residents.

**9.35** There are substantial parts of the borough where the PTAL is not sufficiently high to allow for conversion schemes where use of a car should be restricted, this means that there are areas where conversions also need to be restricted. Conversions which would result in an increased parking standard will not be acceptable on a road identified as 'Heavily Parked' ([Appendix TRN3](#)). If the road has a CPZ and as a minimum a good PTAL, a legal agreement can be made so that additional units will not be provided with parking permits. If there is no CPZ in place, a conversion scheme may not be possible unless parking can be acceptably accommodated within the site.

### **Achieving Residential Quality in Brent**

**9.36** Securing new housing of the highest quality is a key Mayoral priority of the London Plan 2011. *'The number of new homes needed to 2031 will create new challenges for private developers and affordable homes providers, but also brings unique opportunities for new housing which will be remembered as attractive, spacious, safe and green and which help to shape sustainable neighbourhoods with distinct and positive identities'* (London Plan).

**9.37** The London Housing Supplementary Planning Guidance (2012) provides 'baseline standards' as well as 'good practice' standards which all developments should be considered against in the interest of achieving the quality of development promoted by the London Plan.

**9.38** This policy is relevant to all residential developments for self contained accommodation. Further detail to ensure developments meet these criteria is provided in Brent's Supplementary Planning Document 17.

**DMP 40****Housing Standards and Quality****Quality of Residential Accommodation**

- a. All housing developments will need to comply with the minimum internal space standards in Table 7 'Residential Standards' as well as providing minimum room sizes and storage space in line with the current best design practise.
- b. The design and layout of units, including conversions, must meet the Lifetime Homes Standards criteria, and 10% of units in major schemes must be accessible for wheelchair users.
- c. Dwellings must be designed to provide satisfactory levels of sunlight, daylight, privacy and outlook for future occupiers.
- d. Dwellings should be designed with appropriate stacking and noise insulation to prevent noise nuisance between neighbours.
- e. Refuse and recycling storage space and facilities need to be demonstrated in accordance with current standards.
- f. Secure and covered cycle parking is required for all dwellings.
- g. Permission will not be granted for the use of outbuildings as residential accommodation.

**Provision of Amenity Space**

- h. All new units will be required to have external private amenity space of a sufficient size and type to satisfy its proposed residents needs; 20sqm per flat is expected and 50sqm for family housing including ground floor flats.
- i. The design of amenity space should take advantage of direct sunlight.
- j. Amenity space must be accessible and benefit from natural surveillance.
- k. Children's play facilities in schemes with a child yield of 10 or more children shall be provided at 10sqm per child, and the design of play space shall be in accordance with current best practise.

**Residential Standards**

**9.39** All new housing must provide sufficient space (including storage) within an internal layout that provides a logical arrangement of rooms serviced by an efficient and safe level of circulation space, and that complies with the minimum requirements of the London Housing Design Guide. Where development is required to accommodate decants, larger internal size standards may be required to match existing accommodation. The minimum requirements in Table 7 'Residential Standards' below are derived from the London Plan with the one difference being that accommodation which is designed to accommodate only a single person will be expected to be laid out as a studio meaning that there is a single living/sleeping area, units below 50sqm will not otherwise usually be approved. Brent has particularly high levels of person's per household and overcrowding and the council has no way to enforce that a flat approved for 1 person is not advertised for and occupied by more than this, the studio layout is a clear indication that the size of the unit is suitable for one person.



|                 | Dwelling Type | GIA |
|-----------------|---------------|-----|
| Flats           | studio 1p     | 37  |
|                 | 1b2p          | 50  |
|                 | 2b3p          | 61  |
|                 | 2b4p          | 70  |
|                 | 3b4p          | 74  |
|                 | 3b5p          | 86  |
|                 | 3b6p          | 95  |
|                 | 4b5p          | 90  |
|                 | 4b6p          | 99  |
|                 |               |     |
| 2 storey houses | 2b4p          | 83  |
|                 | 3b4p          | 87  |
|                 | 3b5p          | 96  |
|                 | 4b5p          | 100 |
|                 | 4b6p          | 107 |
| 3 storey houses | 3b5p          | 102 |
|                 | 4b5p          | 106 |
|                 | 4b6p          | 113 |

**Table 7 Residential Standards**

**9.40** New housing will need to be designed to provide flexible accommodation in line with Lifetime Homes criteria, laid out to facilitate a wide range of residential uses including 'home working' or to enable occupiers to stay in their homes if their needs or mobility levels change in line with the principles of Building for Life.

**9.41** New units must be designed so as to allow a satisfactory level of sunlight and daylight to their windows; single aspect north facing units will not be acceptable. Brent's SPD 17 provides detailed design guidance.

**9.42** Provision for the storage of waste and recycling must be designed into new developments with appropriate accessibility from units and the street, the storage capacity and arrangement must also be in line with the council's current requirements see *Waste and Recycling Storage and Collection Guidance for Residential Properties* (LB Brent). All residential developments must also ensure adequate provision is made for cycle storage in accordance with DMP 27 'Cycling and Walking'.

**9.43** Outbuildings will not be considered to provide satisfactory residential accommodation. As well as typically creating low quality, undersized dwellings with poor outlook they rarely comply with the principles of design (DMP 7 'Urban Design' and DMP 8 'Design Principles') because they lack their own street frontage, have poor access



arrangements, lack suitable cycle and bin storage, and decrease the size and quality of the gardens in which they sit. They also reduce the privacy and amenity of nearby properties if they are oriented to face onto the rear of neighbouring houses and through the intensity of use of the garden, and they introduce additional demand for street parking. Similarly, the council will resist the use of residential outbuildings for 'primary' living accommodation (eg. kitchens, bathrooms, bedrooms and living spaces), which are therefore additional rather than ancillary to the main house.

### **Amenity Space and Child Play Space**

**9.44** New developments should provide private amenity space to all dwellings, accessible from a main living room without level changes and planned within a building to take maximum advantage of daylight and sunlight. Balconies or terraces must be at least 5sqm with a minimum depth and width of 1.5m, an additional 1sqm will be expected per person above 2. Where sufficient private amenity space cannot be achieved to meet the full requirement of the policy, the remainder should be supplied in the form of communal amenity space. The calculation of amenity space does not include any parking, cycle or refuse and recycling storage areas. In exceptional circumstances a more generous internal layout may be considered to mitigate a shortfall in amenity space provision.

**9.45** Appropriate space must be maintained for existing residents and amenity space should be designed with reference to DMP 11 'Urban Greening, Landscaping and Trees'.

**9.46** Where houses or other buildings are proposed to be converted into multiple units at upper floors, the provision of a roof terrace or addition of balconies should be considered, though the amenity and privacy of neighbouring occupiers must be a priority.

**9.47** Child yield should be calculated using the 'Wandsworth Model' (which can be found in Appendix 2 of the Mayor's Shaping Neighbourhoods: Play and Informal Recreation SPG) or other best practise methodology in agreement with the LPA. Where play space cannot be reasonably provided on site, and there is opportunity within 400m to upgrade or extend an existing facility or provide a new facility, a financial contribution may be accepted.

### **Accommodation with Shared Facilities**

**9.48** The Core Strategy identifies a wide range of specific and special housing requirements for different groups which need to be met within Brent. Housing with shared facilities may be appropriate for some individuals or small households ranging from homeless people to students. This policy is relevant to accommodation with shared facilities and without the provision of care. DMP 42 'Student Housing' should be referred to for purpose built student accommodation.

**9.49** Hostels provide short-term accommodation with shared facilities and may be proposed for groups including migrant workers, occupation groups or homeless or other vulnerable people. Where the latter two groups are identified, it is likely that an element of care or support would be part of the development, in which case DMP 43 will also be relevant.

**9.50** The number of homeless applications decreased dramatically in Brent between 2005 to 2010, but has increased since; much of this is attributed to changes in the Local Housing Allowance resulting in private sector tenancies being ended. Brent's *Housing Strategy* seeks to reduce the use of temporary accommodation, however, the increase in homelessness has triggered a recent additional need. Tackling homelessness in the current economic context, alongside changes to housing benefit, presents a particular challenge.

**9.51** Houses in Multiple Occupation (HMOs) are flats or houses which are permanently occupied by more than one household, but facilities including the kitchen or bathroom are shared. Permitted development rights allow for the use of houses or flats (Use Class C3) as small HMOs accommodating 3 - 6 people (Use Class C4). HMOs which accommodate more than 6 people are outside any use class and planning permission would be required for a change of use to or from this use. While HMOs can provide an affordable form of accommodation in Brent, for individuals who cannot afford self-contained accommodation, Brent's 2003 private sector stock condition survey estimated that the majority of HMO buildings are not suitable for human habitation.

## DMP 41

### Hostels and HMOs

Proposals for housing with shared facilities will be supported where the development:

- a. will not result in the loss of self-contained housing, use land where self-contained housing could reasonably be expected or impact on the borough's ability to achieve its housing targets;
- b. is located in an area with good access to public transport and other amenities, including shops (normally within 400m);
- c. is of an acceptable quality meeting appropriate current internal standards, including 10% of all bed-spaces to be wheelchair accessible;
- d. includes management arrangements suitable to its proposed use and size;
- e. will result in a mixed and balanced community and will not cause harm to neighbouring amenity through an over intensive use of the site or an over concentration of similar uses in the local area or become the predominant use in the area;
- f. is not on a site considered particularly suitable for a use covered by where there is an identified need (older people/with care); and
- g. demonstrates that there is a specific borough need for the particular use.

The loss of non self-contained accommodation will only be acceptable where:

- h. it is demonstrated that there is no longer a borough need for the type of accommodation, or the needs of residents can be better met by other existing accommodation; or
- i. the existing accommodation is unsatisfactory and cannot be improved to achieve current standards.

Where the loss of the use is acceptable, another priority housing need would be the appropriate replacement use.

**9.52** Proposals for shared accommodation will not be supported if they would result in the loss of permanent self contained housing. Proposals should not harm the ability of the borough to achieve its annual housing targets from sites where self contained accommodation could reasonably be expected.

**9.53** Shared accommodation will be required to achieve relevant, current standards. HMOs must meet the standards of Brent's HMO licensing scheme, including minimum room sizes, which have been developed in accordance with the Housing Act 2004. Hostels must be designed with a layout to satisfactorily meet the needs of their intended occupants, with suitable communal spaces and rooms to meet any other associated needs. Where self-contained rooms are proposed they will be assessed against Table 7 'Residential Standards'.

**9.54** Proposals for shared accommodation must be considered against the aim of achieving mixed and balanced communities. The relatively short term nature of shared accommodation, and the intensive use of a site, can affect existing communities, including the level of activity and noise. An over concentration of such uses in an area, or a single large scale use without adequate management, can result in antisocial activity. The design and character of new shared accommodation should be planned to minimise any impacts and enable the creation of an inclusive community, while conditions or legal agreements may be used to require that uses, where they are considered acceptable in principle, have appropriate and permanent management arrangements.

**9.55** Proposals for shared accommodation are expected to be specific about the intended future occupants, which will inform the design as well as any management requirements which may be appropriate, and allow for full consideration of the need for the proposal.

**9.56** Applications for new hostels, or extensions to existing hostels, will need to demonstrate that there is an identified borough need for the specific use. Permissions may be granted on a temporary basis where only a short term need for the use has been demonstrated.

**9.57** Where the loss of non-self contained accommodation is considered acceptable, the replacement use should meet one of Brent's priority housing needs.

## **Student Housing**

**9.58** This policy applies to purpose built student accommodation. The London Plan anticipates that the numbers of students in London will continue to grow and requires boroughs to ensure that both demonstrable local and strategic student housing needs are addressed. In Brent to date purpose built student housing has been focused in Wembley and it is expected that most student housing will be located in Wembley Growth Area where it is encouraged on certain sites; the Wembley Area Action Plan provides more specific detail, including sites and an estimate of the overall capacity for student housing in Wembley.

**9.59** The provision of purpose-built student housing may result in the freeing up of small HMOs which are occupied by students and which may return to their original use as family houses, benefiting Brent's wider population.

**DMP 42****Student Housing**

Proposals for purpose built student accommodation will be supported providing that they:

- a. will not result in the loss of self-contained housing, use land where self-contained housing could reasonably be expected or impact on the borough's ability to achieve its housing targets;
- b. is of an acceptable quality and laid out appropriately to meet the needs of its intended occupants, including 10% of all bed-spaces to be wheelchair accessible;
- c. do not consist predominantly of self-contained studio type accommodation;
- d. are located in an area with good access to public transport and other amenities, including shops;
- e. include management arrangements suitable to the scale of the development;
- f. will add to a mixed and balanced community and will not cause harm to neighbouring amenity through an over intensive use of the site or an over concentration of similar uses in the local area or become the predominant use in the area;
- g. demonstrate that they serve an educational establishment in London;

The loss of student housing will only be acceptable where:

- f. it is demonstrated that there is no longer a borough need for the type of accommodation, or the needs of residents can be better met by other existing accommodation; or
- g. the existing accommodation is unsatisfactory and cannot be improved to achieve current standards.

Where the loss of the use is acceptable, another priority housing need would be the appropriate replacement use.

**9.60** Student accommodation is often shared but can also be self-contained; there is a strong preference for a mix of sizes of shared or cluster style units, a number of bedrooms with a shared kitchen and living room, rather than self-contained units which can be both isolating and unaffordable.

**9.61** These uses, may, in the future experience market volatility and a construction method which would allow the rearrangement of internal walls, or a design based on permanent residential layout standards, would assist in the future conversion of the uses to self contained residential accommodation.

**9.62** Proposals should be situated in a sustainable location with good access to public transport so that their occupants have easy access to amenities, including shops and places of work or study.

**9.63** The relatively short term nature of student housing developments, similar to the uses addressed by DMP 41 'Hostels and HMOs', and the intensive use of a site, can affect existing communities, including the level of activity and noise. An over concentration of such uses in an area, or a single large scale use without adequate management, can result in antisocial activity. The design and character of new shared accommodation should

be planned to minimise any impacts and enable the creation of an inclusive community, while conditions or legal agreements may be used to require that uses, where they are considered acceptable in principle, have appropriate and permanent management arrangements.

**9.64** Proposals for student housing will need to show that they serve an educational establishment within the borough, in an adjoining borough or within London. Conditions will be used in planning permissions to maintain use by students only.

### **Accommodation Providing Care**

**9.65** Core Strategy Policy CP21 requires that new housing appropriately contributes to the borough's wide ranging household needs. The 2008 London Strategic Housing Market Assessment (SHMA) identified a London-wide need for more specialist accommodation to meet the needs of the growing numbers of older people.

**9.66** This policy is applicable to accommodation providing any level of care, whether the accommodation itself is non self-contained or consists of self contained units with a small amount of communal facilities. Accommodation providing care can include sheltered housing and extra care housing for older people as well as nursing homes, supported housing for other groups of people and may include certain types of hostel accommodation. This is not considered to be a definitive list and other types of accommodation providing care with a defined need in the borough may come forward.

**9.67** DMP 36 'Affordable Housing' will be applicable to proposals for accommodation being considered under this policy.

**DMP 43****Specialist or Supported Accommodation Providing Care**

Accommodation providing a level of care or support for an identified element of Brent's older or vulnerable population, including sheltered housing, supported or extra care housing, will be supported where the development:

- a. is in a sustainable location with access to public transport, shops, community facilities and services suitable to the identified occupant group;
- b. is of a suitable standard for its prospective residents, including wheelchair accessibility, external amenity space, appropriate communal facilities and levels of support/care;
- c. has suitable access for ambulances and/or minibuses;
- d. would result in a mixed and balanced community and the scale of the use would not be detrimental to service provision;
- e. would meet an identified borough need; and
- f. would not result in the loss of permanent self contained accommodation other than in exceptional circumstances.

The loss of specialist or supported accommodation will only be acceptable where:

- g. it is demonstrated that there is no longer a borough need for the type of accommodation or the needs of residents can be better met by other existing accommodation; or
- h. the existing accommodation is unsatisfactory and cannot be improved to achieve current standards for this type of accommodation.

Where the loss of the use is acceptable another priority housing need would be the appropriate replacement use.

**9.68** Proposals for accommodation providing care must demonstrate that they will meet an identified need in the borough for the specific type of accommodation proposed. This should include the amount of existing provision in the borough and evidence of demand for such accommodation. Conditions may be used to restrict occupation to ensure that the development will continue to meet the borough need for which they were designed.

**9.69** Proposals must provide an appropriate form of accommodation to meet the intended users needs, including a location with suitable access to amenities. For most intended occupant groups it will be appropriate to be located within 400m of facilities with a safe pedestrian route although in some instances it may be appropriate to provide services or facilities on site.

**9.70** Proposals will also need to comply with DMP 40 'Housing Standards and Quality' to achieve good residential standards, including internal and external space and communal facilities as appropriate.

**9.71** A concentration of accommodation for older or vulnerable people in an area may have implications for local services such as GP's. Where the existence of similar uses in an area means this is identified as a concern, it should be demonstrated that local services have capacity or planned capacity to meet the needs of future occupants. Where this is not the case, and no other mitigation is agreed, the proposal may be unacceptable.

**9.72** Other than in exceptional circumstances proposals should not result in the loss of permanent self-contained accommodation. Accommodation which provides care will be protected unless it is no longer needed in the borough or it is unsatisfactory and cannot be brought up to current standards.

### **9.73 Gypsy and Traveller Accommodation**

**9.74** Brent has 30 pitches, this is a larger provision than most London Boroughs and meets a reasonable amount of demand for sites. The Core Strategy policy CP22 provides decision making criteria for proposals for new pitches. The council will identify locations for any projected borough capacity when reviewing the Site Specific Allocations DPD.

#### **Evidence Base**

Flat Conversions Background Report (2013), London Borough of Brent

Dwelling Size Background Report (2013), London Borough of Brent

Affordable Rent and Social Rent Background Report (2013), London Borough of Brent

West London Strategic Housing Market Assessment (2010), West London Housing Partnership

Draft Housing Strategy 2013-18 (2013), London Borough of Brent

Brent Council Tenancy Strategy 2012-2013 (2012), London Borough of Brent

2003 Private Sector Stock Condition Survey (2004), Fordham Research

Shaping Neighbourhoods: Play and Informal Recreation Supplementary Planning Guidance (2012), GLA

Housing Supplementary Planning Guidance (2012), GLA

Waste and Recycling Storage and Collection Guidance for Residential Properties (2013), London Borough of Brent



## 10 Social Infrastructure

### Introduction

**10.1** Social infrastructure (also referred to as community and cultural facilities) plays a vital role in supporting Brent's diverse community and helping to promote social inclusion and cultural wellbeing. It is a key component of sustainable development. The council defines social infrastructure as a wide variety of services that are essential to the sustainability and wellbeing of a community. This includes the following:

- Educational facilities including early years education, primary education, secondary education, further education and adult learning;
- Health services including primary and secondary health;
- Sports and leisure facilities including swimming pools, sports halls and outdoor sports spaces;
- Libraries;
- Places of worship;
- Community space;
- Meeting rooms and halls;
- Fire stations, policing and other criminal justice or community safety facilities; and
- Public houses

**10.2** This list is not exhaustive and other facilities can be included as social infrastructure.

**10.3** Brent is required to plan for and deliver social infrastructure to meet local need and also guard against the unnecessary loss of valued facilities and services. Brent's Core Strategy policy CP 23 protects existing community and cultural facilities that support community participation and development, or requires mitigation for their loss. Policy CP 23 also sets out the rate of future provision for a growing population. This was informed by the council's Infrastructure and Investment Framework (IIF) which assessed the infrastructure required in order to support the expected levels of growth within the borough. The following policies help to deliver Core Strategy policy CP 23 by providing our detailed approach to the protection of social infrastructure, and detailed guidance for the location and design of new social infrastructure. Play space and open space are covered separately in policy DMP 14 'Protection of Open Space' and DMP 40 'Housing Standards and Quality'.

### Social Infrastructure

**10.4** The council's IIF identifies the infrastructure required to meet the needs of Brent's growing population. Much of the new infrastructure will be required in Brent's growth areas where the greatest population growth will be concentrated. The Core Strategy sets out policies for meeting infrastructure needs in growth areas. The IIF was prepared on the basis that existing social infrastructure remains in place. The council is in the process of producing a Strategic Infrastructure Plan (SIP) that will prioritise the IIF infrastructure list, indicate sources of funding including CIL and then prioritise their delivery. To ensure needs are met it is, therefore, crucial that existing social infrastructure is retained for the benefit of the community, as set out in Core Strategy policy CP 23, unless a strong case can be made that it is no longer needed. In keeping with London Plan policy 3.1 and 3.16, proposals involving loss of such infrastructure without adequate justification or provision for replacement will be resisted. The suitability of redundant premises for other forms of social infrastructure should be assessed before alternative developments are considered.

**DMP 44****Loss of Social Infrastructure**

Loss of social infrastructure, including redundant premises and land, will only be acceptable in exceptional circumstances where:

- a. a replacement facility of at least equivalent quality and quantity is provided on the site or at a suitable alternative location; or
- b. it can be demonstrated there is no longer a need for the social infrastructure facility. Where this is the case, evidence will be required to show that the loss would not create, or add to, a shortfall in provision for the specific community use and demonstrate that there is no demand for any other suitable social infrastructure on the site.

Where the loss of social infrastructure is acceptable, the council's preferred new use will be affordable housing.

**10.5** This policy applies to all social infrastructure with the exception of playing pitches which are covered by policy DMP 47 'Playing Pitches'. Social infrastructure can include land or premises currently or formerly providing a service for the benefit and wellbeing of the community. If it is considered that such infrastructure is no longer needed this is to be demonstrated through the following:-

- consultation with service providers and/ or the local community;
- details of alternative social infrastructure in the locality which meets the need in a different way or in a convenient alternative location;
- vacancy and marketing data indicating that there is no demand despite continuous marketing at a reasonable rate for a period of 24 months; and
- the potential of re-using or redeveloping the existing site for the same or an alternative social infrastructure use has been fully considered.

**10.6** To justify the loss of land or premises for social infrastructure it must be demonstrated to the council's satisfaction that all of the above have been explored. A convenient alternative location is considered to be 400m a 10 minute walking distance for an able bodied person. Where loss is acceptable the council's preferred new use will be housing, subject to a suitable residential environment being created. The council will seek to maximise the provision of affordable housing in any scheme.

**10.7** The introduction of the Localism Act 2011 provided a new right for residents to nominate certain local public or privately owned buildings or land for recognition as being an Asset of Community Value. Assets of Community Value are designated where it can be demonstrated the asset has furthered the social wellbeing or social interests of the community, and can continue to do so. Further information on the criteria and process is available on the Brent Council website. The council will give significant weight to the protection of designated Assets of Community Value.

**10.8** In recent times Brent has seen an increase in the closure of public houses and their eventual conversion to other uses. This is of concern to the council as public houses can make a valuable contribution to the community by adding character to the area and providing a place for social interaction. Many public houses provide space

for evening classes, clubs, meetings or performances. As such, and in keeping with the NPPF, public houses are classed as social infrastructure and proposals which would result in their loss will be subject to this policy and town centre policy DMP 3 'Neighbourhood Centres and Isolated Shop Units'.

### Location and Design of Social Infrastructure

**10.9** Social infrastructure should be accessible to all sections of the community (including disabled and older people) and be located within easy reach by walking, cycling and public transport. Policy DMP 45 'Location and Design of Social Infrastructure' seeks to ensure social infrastructure is directed to sustainable locations which are well served by public transport, cycling and walking routes. The Core Strategy and Site Specific Allocations DPD identifies the location of new social infrastructure within growth areas. Outside of growth areas, town centres are considered the most appropriate locations, in keeping with the NPPF, due to their levels of accessibility. Equally, social infrastructure can support the function of town centres by contributing to the agglomeration of activities, and encouraging centres to be at the heart of the local community. As an exception small scale facilities serving a local catchment may be acceptable in residential areas outside of town centres, providing they will not negatively impact on the amenity of neighbouring uses.

**10.10** To help ensure the effective use of resources it is crucial that facilities are designed flexibly and shared use is maximised. This not only ensures the efficient use of land but can also benefit community groups by increasing opportunities to share maintenance costs and encourage social cohesion. As set out in London Plan policy 3.16, social infrastructure should be accessible to all sections of the community.

#### DMP 45

##### Location and Design of Social Infrastructure

New social infrastructure should be located in the first instance in town centres or, if no suitable sites are available, on the edge of centres. Where there are no suitable sites in these areas, then sites with good or very good public transport, which are easily and safely accessible by cycling and walking, are acceptable. Alternatively, public transport accessibility should be raised to a suitable level. Proposals for community facilities serving local catchments may be located within residential areas outside centres, subject to the protection of neighbourhood amenity.

New social infrastructure, including extensions to existing infrastructure and facilities, must:

- a. provide buildings that are inclusive, accessible, where relevant flexible and which provide design and space standards which meet the needs of intended occupants;
- b. have an acceptable transport impact;
- c. be sited to maximise shared use of the facility, particularly for recreational and community uses; and
- d. complement existing uses and the character of the area, and avoid adverse impacts on the amenity of surrounding uses.

**10.11** Social infrastructure is to be located in accessible locations. In the first instance town centres, or if no suitable sites are available edge of centre. Areas with good public transport will be classed as those with a Public Transport Accessibility Level (PTAL) of 4 or above. In determining if social infrastructure is serving a local catchment consideration will be given to the scale and form of the development proposed, and whether the proposal meets a localised need or is likely to serve a materially wider catchment. Proposals to locate social infrastructure in SIL and LSIS will be refused in keeping with Core Strategy policy CP 20, with the exception of ancillary childcare facilities.

**10.12** The design of social infrastructure must meet inclusive design principles to ensure it is easily accessible to all sections of the community, including disabled people. If no end user has been identified, community facilities should have the ability to be multi-use and as flexible as possible. In advance of seeking pre-application advice applicants must ensure, where relevant, proposals are able to comply with design and space standards set by regulatory bodies. For example in the case of nurseries Ofsted standards will apply. The potential for adverse impacts on surrounding uses will be taken into consideration, particularly when considering proposals for community facilities capable of holding functions. Where necessary, conditions will be applied on hours of use, music amplification and/or sound insulation to attenuate sound. In the case of nurseries, conditions may be applied limiting the number of children attending a nursery where there are no on-site turning facilities for cars and where increased numbers of children would cause highway safety or neighbour nuisance problems. The loss of residential accommodation will be subject to policy DMP 38 'Maximising Housing Supply'.

## **Schools**

**10.13** A growing population and increasing birth rate means that school places are in high demand. Additional school places to meet the demand of new residential development will be delivered through Community Infrastructure Levy. The Core Strategy and Site Specific Allocations DPD identifies locations for new schools, and existing schools for refurbishment or extension. The government's school programme means that accommodation suitable for new schools is likely to be sought in addition to the allocated sites. Many of the new schools, such as Free Schools, will have a wide catchment area which may not be confined to the local area and there may be an impact on traffic and capacity.

**10.14** The London Plan strongly supports the establishment of new schools and supports development proposals which enhance education and skills provision, including new build, expansion of existing facilities or change of use to educational purposes. In keeping with London Plan policy 3.18, proposals for new schools will only be refused where there are demonstrable negative local impacts which cannot be addressed through the appropriate use of planning conditions or obligations.

**10.15** The dual use of facilities which maximises land use, reduces costs and develops the extended school offer is encouraged. However, so as not to prejudice any future school expansion it is important that any proposed facilities are related to the school and would not result in sites falling below Department for Education standards.

**DMP 46****Schools**

The council will support the development of schools, or extensions to existing schools, where:

- a. the proposal will meet a need for additional school places within the borough.
- b. the location of schools outside of site allocations will not result in unacceptable transport impacts and will be subject to measures to reduce car use.
- c. design and layout meet the relevant Department for Education standards.
- d. buildings are sited to maximise the shared community use of premises and associated facilities.

Development will be permitted which complements the educational functions of the school, does not prejudice any future necessary expansion of the school and, where appropriate, allows the dual use of school facilities. Proposals for non-educational use on parts of schools sites, which would result in those sites falling below Department for Education standards, will be refused. The dual use of education open space will be promoted, particularly where there is a deficiency of public open space.

Any planning permission granted for temporary classrooms will be time limited.

**10.16** For the purposes of this policy, schools are those for the mandatory education of students. Further and higher education and training facilities are not included. Educational facilities delivered through the government's new schools programme are required to demonstrate demand for a new school when they apply for funding. The council has also established need for new and extended schools identified in the Core Strategy. All new buildings and extensions must achieve the current applicable standard published by the Department for Education, and Independent Schools standards and regulations. When assessing proposals for non-educational use on parts of school sites, normal development control criteria regarding traffic, access and residential amenity will also need to be satisfied. For new schools, a Transport Assessment and Travel Plan will be necessary in line with DMP 25 'Transport Implications of New Development'.

**10.17** There is often a need to plan for temporary increases in school rolls, especially in the primary sector. As it is not financially viable to permanently expand for temporary rolls, mobile classrooms are used as means of providing for temporary peaks in pupil numbers. However, they obviously do not offer the same standard of accommodation as permanent buildings and are not as visually attractive. When it can be shown that there is a significant short term need for extra school capacity that cannot be provided in the existing school temporary planning consents will be granted in order that the need for mobile classrooms can be re-assessed within a reasonable period. Temporary classrooms are to be located with regard for the amenity of neighbouring residential properties.

**Playing Pitches**

**10.18** The NPPF and London Plan policy 3.19 state that proposals resulting in a net loss of sport and recreational facilities should be resisted unless an assessment has been undertaken which has clearly shown they are surplus to requirements. Brent's Planning for Sport and Active Recreation Facilities Strategy (2008 - 2021) identifies a significant need for additional sports facilities in the borough, plus a need for major improvements to existing facilities to make them fit for purpose and meet the demands of a growing population. There is an identified deficit in playing pitches including football, rugby and Gaelic football pitches. This indicates a strong policy of protection is required in Brent; only in this way can the shortage of pitches to meet sports demand be addressed. Given

the levels of unmet demand there is a need for the maximum use to be made of new and existing facilities. Where possible, the multi-use of sport and recreation facilities will be encouraged. This policy is to be read alongside open space policy DMP 14 'Protection of Open Space'.

## DMP 47

### Playing Pitches

Development on playing pitches, or of ancillary facilities and land, will only be allowed in exceptional circumstances where:-

- a. the development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use; or
- b. the development affects only land incapable of forming, or forming part of, a playing pitch, and does not result in the loss of, or inability to make use of any playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing area of any playing pitch or the loss of any other sporting / ancillary facility on the site; or
- c. the playing field or playing fields which would be lost as a result of the proposed development would be replaced by a playing field or playing fields of an equivalent or better quality and of equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of the development; or
- d. the proposed development is for an indoor or outdoor sports facility, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss of the playing field or playing fields.

Where possible, the multi-use of sport and recreation facilities will be encouraged.

**10.19** The policy also applies to former playing pitches, including non-pitch based and ancillary facilities, or parts of playing pitches which are currently dis-used or under-used. Only in exceptional circumstances will development on playing pitches be allowed, such as where the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss. When determining if the development of an alternative indoor or outdoor sports facility will outweigh the loss of a playing pitch, consideration will be given to the needs identified in the latest Planning for Sport and Active Recreation Facilities Strategy.

### Evidence Base

Planning for Sport and Active Recreation Facilities Strategy (2008-2021), London Borough of Brent and Sport England

Infrastructure and Investment Framework (2011), London Borough of Brent

Strategic Infrastructure Plan (2014), London Borough of Brent

## 11 Delivery and Monitoring

Monitoring is an important part of the continuous planning process. A set of key indicators and targets have been developed for each chapter so that the effectiveness of policies in achieving the objectives can be assessed. Where objectives are not being met, appropriate may be taken which can adjust the outcome or, in some circumstances, a review of policy may be necessary. The targets have been summarised in the tables below, highlighting the relationship between the policies, indicators and targets.

| <b>Town Centres</b>  |  |   |  |
|--|--|---|--|
| <b>Performance Measure</b>   | <b>Target</b>  | <b>Monitoring Point</b>   | <b>Specific policy to be monitored</b> |
| Proportion of primary frontage in retail use.  | Proportion of primary frontage in retail use not to fall below 60%, or 50% if vacancy rates exceed 10%.  | Town Centre Health Checks<br><br>When: Annually                   | DMP 1 'Supporting Strong Town Centres' |
| Concentration of betting shops, adult gaming centres and pawnbrokers.  | Proportion of frontage in use as betting shops does not exceed 4%, and proportion in use as adult gaming centres or pawnbrokers does not to exceed 3%. | Town Centre Health Checks<br><br>When: Annually                   | DMP 2 'Non-Retail Uses'                |
| Concentration of takeaways and proximity of takeaways to secondary schools and further education establishments. | Proportion of units in use as takeaways in town centres not to exceed 6% .   | Town Centre Health Checks<br><br>When: Annually                   | DMP 2 'Non-Retail Uses'                |
|  | No further takeaways within 400 metres of a secondary school or further education establishment.   | Town Centre Health Checks<br><br>When: Annually                   | DMP 2 'Non-Retail Uses'                |
| Proximity of shisha cafes to secondary schools and further education establishments.                             | No further shisha cafes consented within 0.5 miles of a secondary school or further education establishment.   | Town Centre Health Checks/Planning consents<br><br>When: Annually | DMP 2 'Non-Retail Uses'                |

**Table 8**



| Built Environment                                  |  |                                     |                                 |
|--|--|-------------------------------------|---------------------------------|
| Performance Measure                                | Target   | Monitoring Point                    | Specific policy to be monitored |
| Protection of Listed and Locally Listed buildings. | No loss of Listed or Locally Listed Buildings. | Planning consents<br>When: Annually | DMP 13 'Heritage'               |

Table 9

| Open Space                |                                      |                                     |                                   |
|---------------------------|--------------------------------------|-------------------------------------|-----------------------------------|
| Performance Measure       | Target                               | Monitoring Point                    | Specific policy to be monitored   |
| Protection of open space. | No net loss of protected open space. | Planning consents<br>When: Annually | DMP 14 'Protection of Open Space' |

Table 10

| Environmental Protection                            |   |                                     |   |
|---|---|-------------------------------------|---|
| Performance Measure                                 | Target  | Monitoring Point                    | Specific policy to be monitored                 |
| Development on areas of flood risk                  | No development within zone 3b. Development In zone 3a has addressed flood resilient design. | Planning consents<br>When: Annually | DMP 20 'New Development in Areas of Flood Risk' |
| Installation of Sustainable urban Drainage systems? | Development on sites over 0.5 h achieved greenfield run-off rates & incorporated SuDS       | Planning consents<br>When: Annually | DMP 21 'Surface Water'                          |

Table 11

| Sustainability   |   |                                     |  |
|--|---|-------------------------------------|--|
| Performance Measure  | Target  | Monitoring Point                    | Specific policy to be monitored              |
| Proportion of new developments connected to or ready for future connection to a Decentralised Energy | 100% of major developments and new developments of residential units to connect or be ready for future connection to a DEN or a Shared Energy Network | Planning consents<br>When: Annually | DMP 22 'Renewables and Decentralised Energy' |

## Draft DMDPD

| <b>Sustainability</b>                      |  |                                     |  |
|--|--|-------------------------------------|--|
| <b>Performance Measure</b>                 | <b>Target</b>  | <b>Monitoring Point</b>             | <b>Specific policy to be monitored</b>       |
| Networks or a Shared Energy Network.       |  |                                     |  |
| Incorporation of on-site micro-generation. | 100% of major developments and new developments for residential units to include on-site micro-generation. | Planning consents<br>When: Annually | DMP 22 'Renewables and Decentralised Energy' |

Table 12

| <b>Transport</b>           |               |                                     |  |
|----------------------------|---------------|-------------------------------------|--|
| <b>Performance Measure</b> | <b>Target</b> | <b>Monitoring Point</b>             | <b>Specific policy to be monitored</b> |
| Number of car-free schemes | 5 per annum   | Planning consents<br>When: Annually | DMP 29 'Parking'                       |

Table 13

| <b>Employment</b>                           |   |   |  |
|---|---|---|--|
| <b>Performance Measure</b>                  | <b>Target</b>   | <b>Monitoring Point</b>                             | <b>Specific policy to be monitored</b> |
| Protection of Local Employment Sites.       | Cumulatively no more than 6.7 ha of local employment sites have been lost, in addition to sites identified for release.                                   | Planning consents and completions<br>When: Annually | DMP 31 'Local Employment Sites'        |
| Provision of affordable workspace for SMEs. | At least 10% of the floorspace within new major commercial development schemes in SIL and LSIS to be affordable workspace for SMEs, subject to viability. | Planning consents<br>When: Annually                 | DMP 33 'Affordable Workspace'          |

Table 14

| Housing   |   |   |  |
|---|---|---|--|
| Performance Measure   | Target  | Monitoring Point  | Specific policy to be monitored                            |
| The housing target set for the borough in the London Plan (Draft Further Alterations Jan 2014). | 1525 units per year (including non conventional housing).   | Number of completed units.<br><br>When: Annually  | London Plan policy 3.3                                     |
| Proportion of new housing which is affordable.  | 50% of all new housing to be affordable.  | Proportion of completed units which are affordable.<br><br>When: Annually                     | London Plan policy 3.11, DMP 36 'Affordable Housing'       |
| Density of development  | 100% of major developments to meet the minimum appropriate density in Table 3.2 of the London Plan. | Proportion of major developments achieving minimum London Plan density.<br><br>When: Annually | London Plan policy 3.4, DMP 38 'Maximising Housing Supply' |
| Specialist housing for older people (Draft Further Alterations the the London Plan Jan 2014)    | 175 specialist units for older people.  | Number of completed units.<br><br>When: Annually  | London Plan policy 3.3, CP21                               |

Table 15

| Social infrastructure policies                |   |                                     |  |
|---|---|-------------------------------------|--|
| Performance Measure                           | Target  | Monitoring Point                    | Specific policy to be monitored        |
| Protection of existing social infrastructure. | No net loss of social infrastructure unless it has been demonstrated it is surplus to requirements. | Planning consents<br>When: Annually | DMP 44 'Loss of Social Infrastructure' |

Table 16

## Glossary

**Accessibility Management Plan:** A plan which sets out how accessibility and inclusion will be monitored and maintained throughout the life of a development.

**Adult Gaming Centre:** An adult gaming centre is a place of gambling where access is restricted to persons over 18.

**Air Quality Management Area (AQMA):** An area which a local authority has designated for action, based upon a prediction that Air Quality Objectives will be exceeded.

**Betting Shop:** A store where the primary activity on the premises is betting services. Each premises is permitted to have up to four gaming machines, known as fixed odds betting terminals.

**Car capped development:** A development which has a limited amount of on-site car parking, but no access to on-street parking permits.

**Creative Industries:** Creative industries form part of the knowledge economy, and include advertising, architecture, publishing, radio and TV, design, film, music, software and computer services, computer games, designer fashion, crafts, performing arts, the arts and antiques market.

**Critical Drainage Area (CDA):** A discrete geographic area (usually a hydrological catchment) where multiple and interlinked sources of flood risk (surface water, groundwater, sewer, main river and/or tidal) cause flooding in one or more Local Flood Risk Zones during severe weather, thereby affecting people, property or local infrastructure.

**Greenfield Run-off Rates:** The rate of run-off that would occur from the site in its undeveloped and therefore undisturbed state.

**Green roof:** A green roof, also known as an eco roof, living roof, or vegetated roof, is one that is either partially or completely covered in vegetation on top of the human-made roofing structure.

**Heavily Parked Street:** Streets where the percentage of cars parked on-street exceeds 80%, the safe and legal maximum level of parking. A list of Heavily Parked Streets is included as Appendix TRN3.

**Live-Work Premises:** Purpose-built premises, or purposely converted units, comprising a mix of residential and business uses which cannot be classified under a single class within the Use Classes Order.

**Local Centres:** Local centres include a range of small shops of local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy.

**Local Employment Sites:** Sites, outside of Strategic Industrial Locations (SIL) and Locally Significant Industrial Sites (LSIS), which provide, or are capable of providing, local employment opportunities. These sites include those on the fringes of SIL and LSIS, scattered large sites and smaller sites dispersed throughout the borough including those in residential areas.

**Local Shopping Parades and Isolated Shop Units:** Local shopping parades and isolated units are not located within a town centre. These shops serve a local retail need and play an important social role in the community as well as contributing to the character and function of the local area.

**Locally Significant Industrial Sites (LSIS):** Employment sites identified in the Core Strategy as being of significance to Brent's economy. Occupancy within these sites is generally similar to that within SIL, but is more varied and may include office or trade uses.

**Lifetime Neighbourhood:** Places where, in view of an ageing society, transport, basic amenities, green spaces, decent toilets, and places to meet and relax, are consciously planned for people of all ages and conditions in mind within easy reach of homes, accessible to all and planned into proposals at the outset.

**Major Developments:** 10 or more residential units (or if a number is not given, where the area is more than 0.5 hectares), or 1000 sq m (or more) gross commercial floorspace.

**Meanwhile Uses:** The temporary use of vacant buildings or land for a socially beneficial purpose until such a time that they can be brought back into commercial use again.

**Metropolitan Open Land:** MOL are strategically important open spaces to London. It performs 3 valuable functions: 1) to provide a clear break in the urban fabric and contribute to the green character of London; 2) to serve the needs of Londoners outside their local area; and 3) contains a feature or landscape of national or regional significance. MOL is afforded the same level of protection as the Green Belt and the London Plan stresses that there should be a presumption against development in these areas.

**Neighbourhood Centres:** Small parades of shops of purely neighbourhood significance.

**Open Space:** All land in Brent that is predominantly undeveloped other than by buildings or structures that are ancillary to the open space use. The definition covers a the broad range of types of open space, whether in public or private ownership and whether public access is unrestricted, limited or restricted.

**Opportunity Areas:** Areas designated in the London Plan as London's principal opportunities for accommodating large scale development to provide substantial numbers of new employment and housing.

**Pawnbroker:** A store which offers loans in exchange for personal property as equivalent collateral. In Brent many of these stores also provide a payday loan service.

**Payday lender:** A company that lends customers small amounts of money at high interest rates, on the agreement that the loan will be repaid when the borrower receives there next wages.

**Playing Pitches:** A playing pitch means a delineated areas comprising natural or artificial grass pitches, which together with any run-off area, is of 0.2 hectares or more, and which is used for sports including association football, rugby, cricket, hockey, rounders, baseball and Gaelic football.

**Primary Frontages:** Frontages comprising a high proportion of retail uses which may include food, drinks, clothing and household goods.

**Primary Shopping Area:** Area where retail development is concentrated comprising the primary and adjoining secondary frontages.

**Public Transport Accessibility Level(PTAL):** A detailed and accurate measure of the accessibility of a point to the public transport network, taking into account walk access time and service availability.

**Quiet Areas:** The Environmental Noise (England) Regulations 2006 (as amended) require that Noise Action Plans for agglomerations (including much of Greater London) include provisions that aim to protect any formally identified 'Quiet Areas' from an increase in road, railway, aircraft and industrial noise.

**Secondary Frontages:** That part of a shopping centre outside the primary frontage, usually on the fringe, where units provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

**Section 278 Agreement:** A legally binding agreement between the Local Highway Authority and the developer to ensure that the work to be carried out on the highway is completed to the standards and satisfaction of the Local Highway Authority.

**Small and Medium Enterprises (SMEs):** Defined in EU law as enterprises which employ fewer than 250 people and which have an annual turnover not exceeding €50m, and/or an annual balance sheet total not exceeding €43m.

**Social Infrastructure:** A wide variety of services that are essential to the sustainability and wellbeing of a community such as education facilities, places of worship, health provision, community, cultural, recreation and sports facilities.

**Strategic Industrial Location (SIL):** These comprise Preferred Industrial Locations (PILs) and Industrial Business Parks and exist to ensure that London provides sufficient quality sites, in appropriate locations, to meet the needs of industrial and related sectors including general and light Industrial uses, logistics, waste management and environmental Industries (such as renewable energy generation), utilities, wholesale markets and some transport functions.

**Studio Flat:** Also known as a studio apartment, a small apartment which combines living room, bedroom, and kitchenette into a single room.

**Sustainable Urban Drainage System (SuDS):** An alternative approach from the traditional ways of managing runoff from buildings and hardstanding. They can reduce the total amount, flow and rate of surface water that runs directly to rivers through stormwater systems.

**Tall Buildings:** Buildings or structures that are more than 30m in height or significantly taller than surrounding development.

**TLRN Road:** The Transport for London Route Network is made up of roads that are owned and maintained by Transport for London (TfL). They are the key routes or major arterial roads in London.

## Appendix 2 – Proposed Minor Alterations to Core Strategy

### February 2014

The National Planning Policy Framework (NPPF) was published on 27 March 2012. This sets out the Government's planning policies for England. It is a requirement that Local Plans are consistent with the NPPF and the London Plan. The Core Strategy is central to the Local Plan; therefore, the following minor alterations are proposed to ensure consistency.

Further minor alterations are proposed for consistency with the Development Management Development Plan Document (DMDPD).

*N.B New text is in red and underlined. Text to be deleted has been struck through.*

| Chapter         | Policy/Para | Proposed Change   | Reason   |
|-----------------|-------------|---|--|
| Throughout      | Throughout  | Replace reference to Local Development Framework with <u>Local Plan</u> .   | To reflect updated terminology in NPPF.  |
| Throughout      | Throughout  | Update all references to the London Plan to correspond with the updated London Plan.  | To reflect updated London Plan.  |
| Throughout      | Throughout  | Reference to planning obligations replaced with CIL where appropriate.  | To reflect the introduction of the Community Infrastructure Levy (CIL), by the Planning Act 2008, and the formal introduction of Brent CIL on 1 July 2013. |
| Throughout      | Throughout  | Reference to Planning Policy Statements replaced with NPPF.   | To reflect the introduction of the NPPF which replaced Planning Policy Statements.   |
| Throughout      | Throughout  | Replace reference to saved UDP policies with <u>Development Management policies</u> , and reference to DMDPD being prepared to has been produced.   | Remaining saved UDP policies will be superseded by the DMDPD.  |
| Throughout      | Throughout  | Replace reference to Proposals Map with <u>Policies Map</u> .   | To reflect updated terminology in NPPF.  |
| Throughout      | Throughout  | Replace reference to Strategic Employment Locations with <u>Strategic Industrial Location</u> .   | To reflect updated London Plan.  |
| Towards Spatial | 2.6         | In terms of <b>National Policy</b> Brent must comply with <u>the National Planning Policy Framework</u> , <del>a series of Planning Policy Statements, as well as associated circulars,</del> | To reflect the introduction of the NPPF  |



|   |  |   |                             |
|---|--|---|-----------------------------|
| <p>Planning for Brent: formation of the Core Strategy</p> |  | <p><del>ministerial statements and various strategy documents which generally deal with particular topics or issues. The important and overarching policy statement is PPS 1, <b><i>Delivering Sustainable Development</i></b>.</del> This sets out a number of key principles for development to ensure that development plans and decisions made on planning applications contribute to the delivery of sustainable development. In summary the <del>key principles are</del> <u>three dimensions to sustainable development are</u> as follows:</p> <ol style="list-style-type: none"> <li><del>1. Development plans should ensure that sustainable development is pursued in an integrated manner, in line with the principles of sustainable development.</del></li> <li><del>2. Local planning authorities should ensure that development plans contribute to global sustainability by addressing the causes and potential impacts of climate change.</del></li> <li><del>3. A spatial planning approach should be at the heart of planning for sustainable development.</del></li> <li><del>4. Planning policies should promote high quality inclusive design in the layout of new developments and individual buildings.</del></li> <li><del>5. Development plans should contain clear, comprehensive and inclusive access policies – in terms of both location and external physical access.</del></li> <li><del>6. Community involvement is an essential element in delivering sustainable development and creating sustainable and safe communities.</del></li> </ol> <ul style="list-style-type: none"> <li>• <u><b>an economic role</b> – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;</u></li> <li>• <u><b>a social role</b> – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and</u></li> <li>• <u><b>an environmental role</b> – contributing to protecting and enhancing our</u></li> </ul> | <p>which replaced PPS1.</p> |
|---|--|---|-----------------------------|

|                                   |      |  |  |
|-----------------------------------|------|--|--|
|                                   |      | <u>natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.</u>   |  |
| Strategic Area Policies           | 4.44 | Wembley will have a modern, service based economy comprising retail, sport, offices, conference facilities, hotels, leisure, tourism and visitor attractors, creative industries and a regenerated industrial estate, supported by training and skills development such as <u>Wembley Works</u> <del>Brentin2Work</del> .  | Brentin2Work has been disbanded.   |
| Strategic Area Policies           | 4.52 | Guidance for Alpertown growth area <del>will be</del> <u>has been</u> produced in the form of a Masterplan Supplementary Planning Document. The document <del>will establish</del> <u>es</u> principles for development including uses, physical and social infrastructure, the relationship of development with the canal and phasing and delivery.   | Alpertown SPD was adopted in 2011.   |
| Strategic Area Policies           | CP20 | <del>A further 6.5 hectares of land will be protected for appropriate industrial operations within use classes B1c, B2 and B8 or closely related sui generis uses.</del>   | Included in error. Falls outside Growth Area and duplicates CP 20.   |
| Strategic Area Policies           | CP21 | <del>9 hectares of land will be protected for appropriate industrial operations within use classes B1c, B2 and B8 or closely related sui generis uses.</del>   | Included in error. Falls outside Growth Area and duplicates CP 20.   |
| Strategic Area Policies           | 4.69 | <del>An</del> draft Opportunity Area Planning Framework has been prepared by the GLA with input from the boroughs and the Partnership.   | Framework was adopted in 2011.   |
| Strategic Area Policies           | 4.73 | To facilitate delivery, the council has prepared and will prepare planning guidance for growth areas, such as the Wembley Masterplan, <u>Alpertown, Burnt Oak/Colindale</u> and a revised document for South Kilburn. <del>A</del> further documents <del>are</del> <u>is</u> in the pipeline for <del>Alpertown, Burnt Oak/Colindale and</del> Church End, while sub-regional guidance <del>is being</del> <u>has been</u> prepared for Park Royal. The intention is to properly consider the capacity of sites in advance and provide certainty for developers and encourage long term planning to respond as economic conditions improve. | To reflect progress in producing guidance.   |
| Maintaining Existing Town Centres | 5.3  | Town centres are categorised in a hierarchy according to their functions and roles which take account of size, extent of catchment area and the range of shops and facilities provided. Brent's town centres have been re-categorised and divided into <del>four</del> <u>three</u> categories according to their characteristics, the designations set out in the London Plan <u>2011</u> <del>2008</del> and the local strategies of neighbouring boroughs for centres that have shared boundaries. Town Centres which share boundaries with   | To be in keeping with the NPPF definition of town centres, which states references to town centres excludes small parades of shops of purely neighbourhood |

|  |  | <p>neighbouring London Boroughs are indicated by an asterisk (*). There will be close liaison with neighbouring boroughs to ensure compatibility of policies and proposals for the centres as a whole.</p> <p>The town centre categories in Brent are:</p> <ul style="list-style-type: none"><li>• Major Town Centres within London;</li><li>• District Centres (called Main District Centres in the UDP 2004);</li><li>• Local Centres (called Other District Centres in the UDP 2004).</li></ul> <p><u>Outside of town centres</u> Neighbourhood Centres (called Local Centre in the UDP 2004), is the fourth centre category in the hierarchy, . Centres falling in this category have small catchment areas and usually provide services to the immediately surrounding population. <u>Development Management DPD policy x applies to Neighbourhood Centres.</u></p>  | <p>significance.</p> <p>To cross reference DMDPD.</p> |                  |               |  |  |   |   |
|--|--|---|---|------------------|---------------|--|--|---|---|
| Maintaining Existing Town Centres  | 5.6  | <p>Town centres are dynamic and will continue to evolve so that their relative positions in the hierarchy can change over time. The hierarchy of centres within Brent has been monitored regularly. Recent surveys have observed some positive changes in the characteristics of Colindale, <u>Kenton</u>, Wembley Park, Preston Road and Neasden town centres acknowledging a need to review their positions in the hierarchy. These <u>five</u> <del>four</del> town centres have therefore been elevated from the category of Other District Centre in the UDP 2004 to District Centre. <u>Recent surveys also observed Church End now displays the characteristics of a local centre. Church End centre is therefore included in the hierarchy as a local centre.</u></p> <table><tr><th>Major Town Centres</th><th>District Centres</th><th>Local Centres</th></tr><tr><td><ul style="list-style-type: none"><li>• *Kilburn</li><li>• Wembley</li></ul></td><td><ul style="list-style-type: none"><li>• *Burnt Oak</li><li>• *Colindale/ <u>The Hyde</u></li><li>• *Cricklewood</li><li>• Ealing Road</li><li>• Harlesden</li><li>• <u>*Kenton</u></li><li>• Kingsbury</li></ul></td><td><ul style="list-style-type: none"><li>• <u>Church End</u></li><li>• Kensal Rise</li><li>• Queen's Park Sudbury</li><li>• <del>*Kenton</del></li></ul></td></tr></table> | Major Town Centres                                    | District Centres | Local Centres | <ul style="list-style-type: none"><li>• *Kilburn</li><li>• Wembley</li></ul> | <ul style="list-style-type: none"><li>• *Burnt Oak</li><li>• *Colindale/ <u>The Hyde</u></li><li>• *Cricklewood</li><li>• Ealing Road</li><li>• Harlesden</li><li>• <u>*Kenton</u></li><li>• Kingsbury</li></ul> | <ul style="list-style-type: none"><li>• <u>Church End</u></li><li>• Kensal Rise</li><li>• Queen's Park Sudbury</li><li>• <del>*Kenton</del></li></ul> | <p>To reflect changes to the town centre hierarchy in the London Plan (2011), and the findings of the Town Centre Background Report (2013) which provides supporting evidence to the DMDPD.</p> |
| Major Town Centres   | District Centres   | Local Centres   |   |                  |               |  |  |   |   |
| <ul style="list-style-type: none"><li>• *Kilburn</li><li>• Wembley</li></ul> | <ul style="list-style-type: none"><li>• *Burnt Oak</li><li>• *Colindale/ <u>The Hyde</u></li><li>• *Cricklewood</li><li>• Ealing Road</li><li>• Harlesden</li><li>• <u>*Kenton</u></li><li>• Kingsbury</li></ul> | <ul style="list-style-type: none"><li>• <u>Church End</u></li><li>• Kensal Rise</li><li>• Queen's Park Sudbury</li><li>• <del>*Kenton</del></li></ul>   |   |                  |               |  |  |   |   |

|  |      |  |  |
|--|------|--|--|
|  |      | <ul style="list-style-type: none"> <li>• Neasden</li> <li>• Preston Road</li> <li>• Wembley Park</li> <li>• Willesden Green</li> </ul>   |  |
| Maintaining Existing Town Centres                            | 5.7  | National guidance ( <del>PPS 4</del> ), and London Plan policies, including the sequential approach to site selection, the potential impact on existing centres and the accessibility of the location;   | PPS4 superseded by NPPF.   |
| Maintaining Existing Town Centres                            | CPI6 | <p><b>Town Centres and the Sequential Approach to Development</b></p> <p>In identifying potential sites, and in considering proposals for major new retail and other town centre uses in Brent, the following sequential test <del>order of centres</del> will be applied.</p> <p><del>Major Town Centres (Wembley and Kilburn)</del><br/> <del>District Centres</del><br/> <del>Local Centres</del><br/> <del>Neighbourhood Centres</del><br/> <del>Out-of-centre locations</del></p>   | To comply with the sequential test as defined in the NPPF, which states main town centre uses are to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. |
| Protection and Conservation                                  | CPI7 | <p>The distinctive suburban character of Brent will be protected from inappropriate development. <del>The council will bring forward design guidance that limits development, outside of the main town centres and away from corner plots on main road frontages, which would erode the character of suburban housing.</del></p> <p>Development of garden space and infilling of plots with out-of-scale buildings <b>or extensions</b> that do not respect the settings of the existing dwellings will not be acceptable.</p> | <p>To be covered by DMDPD policy rather than separate guidance.</p> <p>To clarify policy applies to extensions.</p>  |
| Tacking Climate Change and Achieving Sustainable Development | 5.32 | <del>Major applications will be required to submit an accompanying sustainability checklist to demonstrate how the expected level of performance will be achieved.</del>   | Sustainability checklist is no longer a requirement. Instead checklist is covered by policies in DMDPD.  |

|  |             |   |  |
|--|-------------|---|--|
| Tacking Climate Change and Achieving Sustainable Development | 5.34        | <del>The London Plan requires each council in London to designate a site for a ZED and the Mayor of London has included a number of policies (4A.1 – 4A.11) that address climate change and related sustainability issues in developments. These include the energy hierarchy which sets out the preferred approach to energy supply in new development. The council will bring forward sites considered suitable for low/zero carbon development in the Site Specific Allocations DPD.</del>   | No longer a requirement of the London Plan.  |
| Tacking Climate Change and Achieving Sustainable Development | CP 19       | In all areas, <u>major proposals are required to achieve</u> a <u>minimum</u> rating of Code Level 3 <del>should be achieved</del> . For non-residential, a rating of BREEAM 'Excellent' is expected, or the equivalent on any 'Code for Sustainable Commercial Schemes' (when forthcoming).  | Clarity.   |
| Dealing with Waste   | 5.43        | <del>Whilst the council is not aware of exploitable mineral deposits in the borough, policy to deal with any application to extract minerals will be set out in the Development Management Policies DPD.</del>  | There are no existing mineral extraction sites in the borough. Should any proposals come foreword these will be assessed against relevant Sustainability and Environmental Protection policies in the DMDPD. |
| Maintaining Employment outside of Growth Areas               | 5.49        | <u>SIL and LSIS</u> <del>Indicative boundaries of Strategic Industrial Locations are shown on the Policies Map included within the West London Sub-Regional Development Framework.</del> As an exception to the policy of protecting SIL for employment uses, small scale service or shopping facilities meeting the needs of businesses and employees are generally appropriate.   | To reflect revised terminology.  |
| Maintaining Employment outside of Growth Areas               | 5.52 – 5.53 | The <del>Industrial</del> <u>Employment</u> Land Demand Study <del>2008</del> <u>2013</u> calculated the amount of strategic industrial and warehousing land the borough needs to meet demand <u>to 2029</u> <del>in the plan period</del> - this is <del>327</del> <u>375</u> Ha. The council will continue to protect industrial and warehousing land for which there is a demand.<br><br>The council's <u>2013</u> <del>2008</del> study shows those sites that the council proposes to release for mixed development, and the study justifies those releases. | To reference updated Employment Land Demand Study.   |
| Maintaining  | 5.54        | The following designated employment areas are identified on the <u>Policies Map</u>   | To reflect revised   |

|  |      |   |  |
|--|------|---|--|
| Employment outside of Growth Areas             |      | proposals map:  | terminology.   |
| Maintaining Employment outside of Growth Areas | 5.57 | Outside of the hierarchy of Strategic Industrial Locations and Locally Significant Industrial Sites are a number of pockets of land that are more “local” in nature and are generally embedded within the residential fabric of the borough. These areas perform a different function to both Strategic Industrial Locations or Locally Significant Industrial Sites as they usually entail a more intensive use of land, may present localised environmental issues, generate local employment opportunities across the borough and provide workspace for new and emerging enterprise. These are referred to as Local Employment <u>Sites Areas</u> and are not afforded the same level of protection as Strategic Industrial Locations or Locally Significant Industrial Sites. Policy relating to development within these Local Employment <u>Sites Areas</u> is saved in the <u>Development Management DPD UDP 2004 (policy XX EMP9)</u> . | To ensure terminology is consistent with DMDPD and cross reference.                |
| Maintaining Employment outside of Growth Areas | 5.58 | <del>Brent’s 2013 Employment Land Demand Study</del> <u>ies of 2006 and 2008, and the GLA’s Office Policy Overview publications, suggest that the borough can capture some of the long term sub-regional demand for office space, as a result of the regeneration of Wembley. It also identifies there is likely to be demand for office space in Park Royal as the Vision for Park Royal is realised.</u> <del>demand suburban outer London can recapture elements of the prime office market due to its proximity to commuter areas (i.e. workforce), relatively lower land values and good public transport accessibility to the City. The London Office Policy Review 2012 2007 predicted that, <u>found Park Royal and Wembley present the best opportunity for new office provision</u> in the Borough, <del>jobs within the Financial and Business Services sector would increase by almost 10,000 to 2026.</del></del>                  | To reference updated Employment Land Demand Study and London Office Policy Review. |
| Maintaining Employment outside of Growth Areas | 5.63 | <b>1.1</b> Using planning obligations, the council will seek to ensure that skills, training and, ultimately, employment opportunities from major development, will benefit local people by working together with partners such as <u>Wembley Works</u> <del>Brentin2Work</del> .   | Brentin2Work has been disbanded.   |
| Maintaining Employment                         | CP20 | <b>1.2 <u>Maintaining Employment</u></b>  | Clarification  |

|                         |  |  |  |
|-------------------------|--|--|--|
| outside of Growth Areas |  | <p><b>Strategic Industrial Locations and Locally Significant Industrial Sites</b></p> <p>The council will protect Strategic Industrial Locations designated for industrial employment uses characterised by use classes B1, B2 and B8, or Sui Generis uses that are closely related, having regard for the provisions of Preferred Industrial Locations and Industrial Business Parks within the London Plan. The council will protect Locally Significant Industrial Sites for the same range of uses as SILs.</p> <p>B1 office space is acceptable in SIL and LSIS where it is ancillary to other industrial and warehousing uses and any necessary transport infrastructure required to support development is properly assessed and provided in time for occupation.</p> <p>The regeneration of Strategic Industrial Locations and Locally Significant Industrial Sites is supported where proposals will not undermine the employment land hierarchy. Redevelopment will be expected to:</p> <ul style="list-style-type: none"> <li>• Maximise opportunities to move freight by non-road means (such as water and rail) and minimise the impact of industrial and employment use on the road network.</li> <li>• Provide opportunities for skills training, and employment for local people.</li> <li>• Provide new employment floor space that is fit for modern usage for a range of B use classes including business parks, 'starter' and 'move on' units for small and medium enterprises, and studios for artists and cultural and creative industries.</li> <li>• Intensify land use, including the efficient movement and use of loading and delivery areas.</li> <li>• Deliver significant environmental improvements in terms of the public realm and landscaping of employment areas and industrial estates; and</li> <li>• Minimise and mitigate any impact from development upon surrounding land uses.</li> </ul> <p><b><u>Offices</u></b></p> | <p>Structure of sentence implied Park Royal is a town centre site. It isn't but designated as an Industrial Business Park in the London Plan, and therefore an appropriate location for offices.</p> |
|-------------------------|--|--|--|



|  |       |  |  |
|--|-------|--|--|
|  |       | Purpose-built offices are promoted in town centres, and the Wembley Regeneration Area, <u>the First Central site in Park Royal</u> and are acceptable otherwise where proposals fulfil the requirements of the sequential approach, such as the First Central site in Park Royal.  |  |
| Planning for More and Better Housing         | 5.85  | <p><del>The proposed revision of the London Plan will set specific borough targets for sites and pitches, in accordance with the requirements of Circular 1/2006 'Planning For Gypsy and Traveller Caravan Sites' (CLG, 2006), which will be addressed in the Development Management Policies DPD. This proposed DPD may be further informed by a potential sub-regional (West London) accommodation strategy which would better reconcile current provision, projected future needs and potential capacities in a manner similar to the wider London Housing Capacity Study (2005) and the current London Strategic Land Availability Assessment.</del></p> <p><del>Circular 1/2006 and London Plan Policy 3A.14 require that this Core Strategy should have a specific policy to protect existing authorised sites and set out the criteria for the determination of any application for additional sites. Such sites should promote the development of socially inclusive local communities in accordance with PPS 3. <u>Planning policy for traveller sites (CLG, March 2012) requires boroughs to set criteria-based policies as a basis for planning applications.</u></del></p> <p style="text-align: center;"><b>1.3</b></p> | To reflect updated policy position and guidance on traveller sites.  |
|  | 5.98  | <p><b>1.4</b> Community and cultural facilities <u>(also referred to as social infrastructure)</u> add value and support to community participation and development.</p>   | To reflect updated terminology in London Plan.   |
| Protecting Community and Cultural Facilities | 5.101 | <p><u>Brent Community Infrastructure Levy (CIL) was formally introduced from 1 July 2013. The CIL is a new power which enables a charge to be levied on new development in order to fund infrastructure that is needed to support development. The council's intention is to use CIL for the provision of new community facilities. Planning Obligations (also known as S106 agreements) will continue to provide a valuable means of securing other site specific mitigation required in order to make developments acceptable in planning terms. Planning Obligations will be used to secure community facilities where existing provision is lost through development proposals and compensatory provision is required. Further information on where developer contributions may be applied is set out in the council's S106 Planning Obligations Supplementary Planning Document.</u></p>  | To reflect the introduction of the Community Infrastructure Levy (CIL), by the Planning Act 2008, and the formal introduction of Brent CIL on 1 July 2013. |

|  |                        |   |   |   |  |  |
|--|------------------------|---|---|---|--|--|
| Protecting Community and Cultural Facilities | CP23                   | <p><u>The council will use existing S106 and new CIL contributions from development to improve the provision of community facilities in the borough. New planning obligations will only be used to secure community facilities where existing sports provision is lost through development proposals and compensatory provision is required.</u></p> <p><del>New multi functional community facilities (excluding schools, health facilities) should be provided at a rate of 370m<sup>2</sup> per 1000 new population.</del></p> |   |   |  | To reflect the introduction of the Community Infrastructure Levy (CIL), by the Planning Act 2008, and the formal introduction of Brent CIL on 1 July 2013.   |
| Delivery and Monitoring                      | Strategic Objective 2  | Number of placements made by Brentin2Work each year.  |   |   |  | Brentin2Work has been disbanded.   |
| Delivery and Monitoring                      | Strategic Objective 7  | Wheelchair adaptable.   | 10% of 10 units +   | No. of completed new homes that are wheelchair adaptable.<br><b>When:</b> Annually    | London Plan Policy <del>3A.5</del> <u>3.8</u>                | To reflect changes in London Plan.   |
|  |                        | Lifetime homes.   | 100%  | No. of completed new homes built to lifetime home standards.<br><b>When:</b> Annually | London Plan Policy <del>3A.5</del> <u>3.8</u>                |  |
| Delivery and Monitoring                      | Strategic Objective 10 | Installation of Sustainable Urban Drainage systems in new development.  | Appropriate major proposals should secure SUDs or apply water retention or harvesting measures. | Applications which include SUD measures.<br><b>When:</b> Annually                     | London Plan Policy <u>5.13</u> <del>4A.14</del>              | <p>To reflect changes in London Plan, whilst ensuring CP 19 continues to be monitored effectively.</p> <p>Energy and feasibility assessments are a validation requirement. Not necessary to monitor.</p> |
|  |                        | Application of the GLA's energy hierarchy in order to secure high levels of renewable   | All major proposals should submit energy and feasibility assessments and apply Mayor's          | Number of applications includes energy and feasibility assessments. All Large schemes | CP19, London Plan Policies <del>4A.4</del> & <del>4A.7</del> |  |

|                         |                       |   |  |   |                          |  |                                    |
|-------------------------|-----------------------|---|--|---|--------------------------|--|------------------------------------|
|                         |                       | <p>energy generation in Growth Areas</p> <p><u>Achievement of Code for Sustainable Homes and BREEAM levels.</u></p> | <p>energy hierarchy. Major proposals to achieve 20% carbon reduction through renewable energy requirements or secure carbon offset payment.</p> <p><u>All major residential proposals in growth areas should achieve Code Level 4, and Level 3 outside of growth areas. All major non-residential proposals should achieve BREEAM excellent.</u></p> | <p>over 100 units to secure onsite renewable energy generation by type and energy generated (where available as GLA hierarchy).</p> <p><u>Number of major residential developments consented set to achieve Code Level 3, or 4 in growth areas. Number of major non-residential developments consented set to achieve BREEAM excellent.</u></p> <p><b>When:</b> ongoing</p> |                          |  |                                    |
| Delivery and Monitoring | Strategic Objective 3 | <b>Core Output Indicators:</b>  |  |   |                          |  | To reflect changes in London Plan. |
|                         |                       | Production of secondary / recycled aggregates.  | A minimum 10% of inputs for key standard components coming from recovered  | Number of schemes involving demolition and redevelopment which apply the ICE Demolition   | London Plan policy 4A.28 |  |                                    |

|       |                                    |   |  |   |                                       |  |  |
|-------|------------------------------------|---|--|---|---------------------------------------|--|--|
|       |                                    |   | sources:   | Protocol:<br><del>When:</del> Annually                                    |                                       |  |  |
|       |                                    | <b>Local Output Indicators:</b>   |  |   |                                       |  |  |
|       |                                    | Safeguard existing waste facilities and secure land for new waste operations.   | *Net increase of waste facilities<br>*No net loss of existing waste facilities.  | Planning approvals p.a.<br><b>When:</b> Annually                          | London Plan policy 4A.22- <u>5.17</u> |  |  |
|       |                                    | Waste stream: recycled or composted   | <del>35% of municipal waste recycled by 2010 and 45% by 2015</del> <u>and 50% by 2020</u> (in line with the London Plan) | Amount of municipal waste recycled or composted.<br><b>When:</b> Annually | London Plan policy 4A.21- <u>5.16</u> |  |  |
| Annex | Appendix A Superseded UDP Policies | Appendix A deleted in its entirety.   |  |   |                                       | Upon adoption of the DMDPD and Wembley Area Action Plan all saved UDP policies will be superseded. |  |
| Annex | Appendix B Glossary                | <b>District Centres</b><br><del>District centres will usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.</del><br><u>Distributed more widely than Major centres, these centres provide convenience goods and services for more local communities and are accessible by public transport, walking and cycling. Typically they contain 10,000–50,000 sq.m of retail floorspace. Some District centres have developed specialist shopping functions.</u> |  |   |                                       | To reflect updated definition in London Plan.  |  |
| Annex | Appendix B Glossary                | <b>Local Centres</b><br><del>Local centres include a range of small shops, mostly selling convenience goods of local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office, and a</del>   |  |   |                                       | To reflect updated definition in London Plan.  |  |

|       |  |  |  |
|-------|--|--|--|
|       |  | <u>pharmacy and other useful local services.</u> Other facilities could include a hot food takeaway and launderette.   |  |
| Annex | Appendix B<br>Glossary                     | <b>Major Town Centres</b><br><del>They are the principal centres in a local authority's areas which function as important service centres, providing a range of facilities and services for extensive catchment areas.</del> <u>They generally contain over 50,000 sq.m of retail floorspace with a relatively high proportion of comparison goods relative to convenience goods.</u><br><u>They may also have significant employment, leisure, service and civic functions.</u>   | To reflect updated definition in London Plan.  |
| Annex | Appendix B<br>Glossary                     | <b>Sequential Approach</b><br><del>National planning policy set out in for example, Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS 4)</del> <u>The National Planning Policy Framework establishes where local planning authorities should apply a sequential approach</u> to identify, allocate or develop certain types or locations of land before others. For example, <del>brownfield housing sites before greenfield sites, or town centre retail sites before out-of-centre sites.</del> <u>by requiring applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered.</u> | To be in keeping with the sequential test as defined in the NPPF.  |
| Annex | Appendix B<br>Glossary                     | <u><b>CIL Community Infrastructure Levy</b></u>  | Due to the introduction of the Community Infrastructure Levy (CIL), by the Planning Act 2008, and the formal introduction of Brent CIL on 1 July 2013. |
| Annex | Appendix C<br>List of supporting documents | <u><b>Employment Land Demand Study 2013</b></u>  | Updated Employment Land Demand Study.  |

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edit - Open Spaces





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## Proposed Changes to Policies Map



### Layers to be Retained with no Alterations

Growth Areas  
 Conservation Areas  
 Archaeological Policy Areas  
 Areas of Distinctive Residential Character  
 Strategic Routes of National or Regional Importance  
 London Distributor Roads  
 London Cycle Network  
 Locally Significant Industrial Sites  
 Metropolitan Open Land  
 Green Chains  
 Sites of Special Scientific Interest  
 Local Nature Reserves  
 Wildlife Corridors  
 Capital Ring (Metropolitan Walk)  
 Site Specific Allocations  
 Borough Boundary

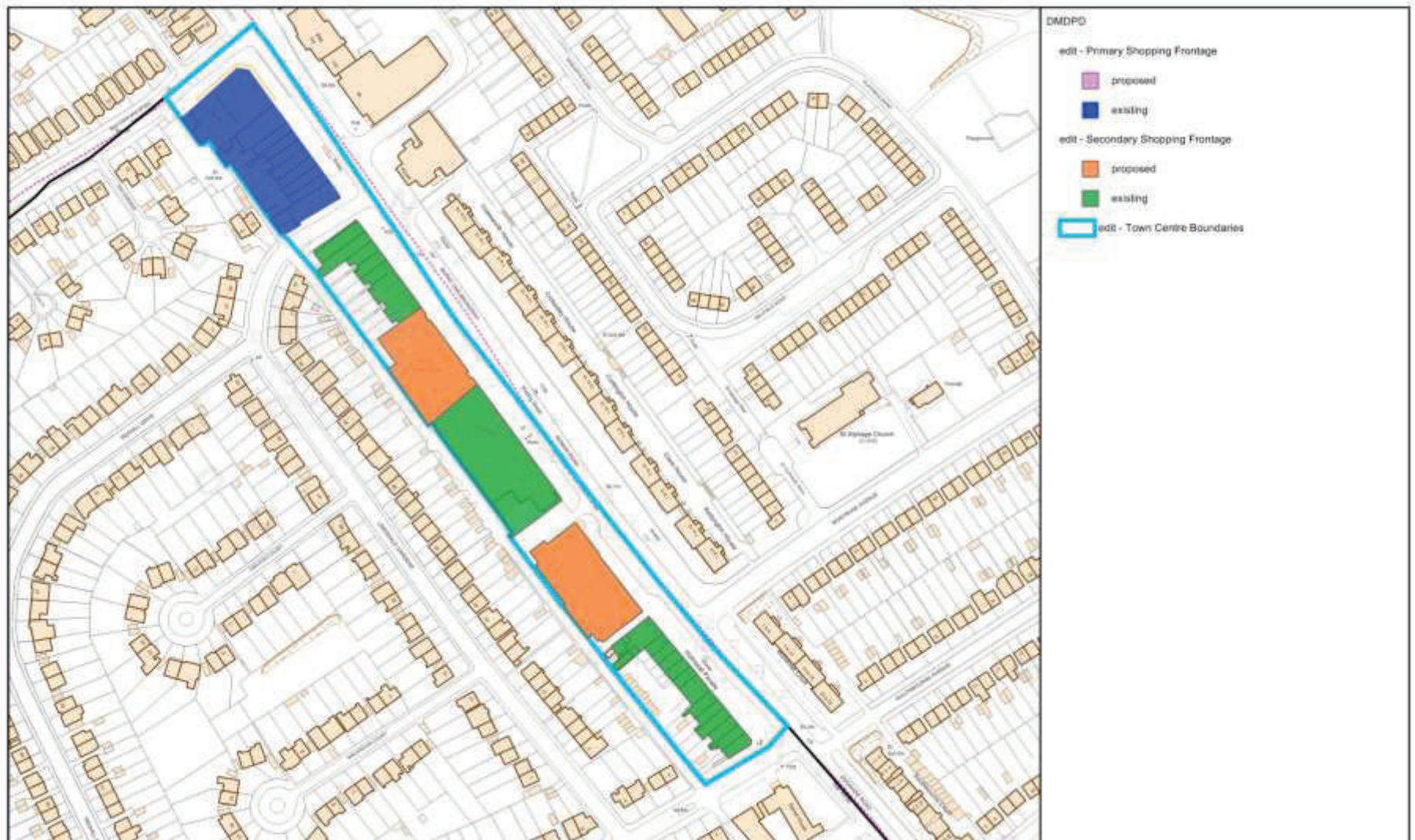
| Layers to be Added or Altered                                     | Reason  |
|---|---|
| Town Centre Boundaries (see below)                                | It is a requirement of the National Planning Policy Framework. An explanation of the town centre boundaries and proposed primary and secondary frontage is contained in the Town Centre Background Report (2013). |
| Primary Frontage (see below)                                      |   |
| Secondary Frontage (see below)                                    |   |
| Strategic Industrial Location (see below)                         | To reflect the recommendations of the Brent Employment Land Demand Study (2013). Justification for the amendments is contained within the Brent Employment Land Demand Study (2013).                              |
| Open Space of Local Value (previously entitled Public Open Space) | To reflect Core Strategy policy CP 18.  |

|  |  |
|--|--|
|  |  |
| Sites of Importance for Nature Conservation - Metropolitan and Borough Grade 1 (previously entitled Sites of Borough (Grade 1) Nature Conservation Importance & Sites of Local Nature Conservation Importance) | To reflect changes to London Plan terminology. |
| Sites of Importance for Nature Conservation - Borough Grade 2 and Local (previously entitled Sites of Borough (Grade 2) Nature Conservation Importance & Sites of Local Nature Conservation Importance)        | To reflect changes to London Plan terminology. |

| <b>Layers to be Removed</b>          | <b>Reason</b>   |
|--------------------------------------|---|
| Waste Management Manufacturing Areas | To be covered by West London Waste Plan.  |
| Notifiable Pipeline                  | Not a requirement to identify on Policies Map.  |
| Grand Union Canal Policy Area        | Policy to be deleted and replaced with policy on waterside development.   |
| London Bus Priority Network          | No longer exists.   |
| Local Centres                        | In the Core Strategy renamed Neighbourhood Centres. These are not defined as town centres in the National Planning Policy Framework and therefore do not need to be identified on policies map. |
| Ealing Road Town Centre Boundary     | To be included on Town Centre Boundary.   |

## **Town Centre boundaries and primary and secondary frontage**

## Burnt Oak



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11 September 2013

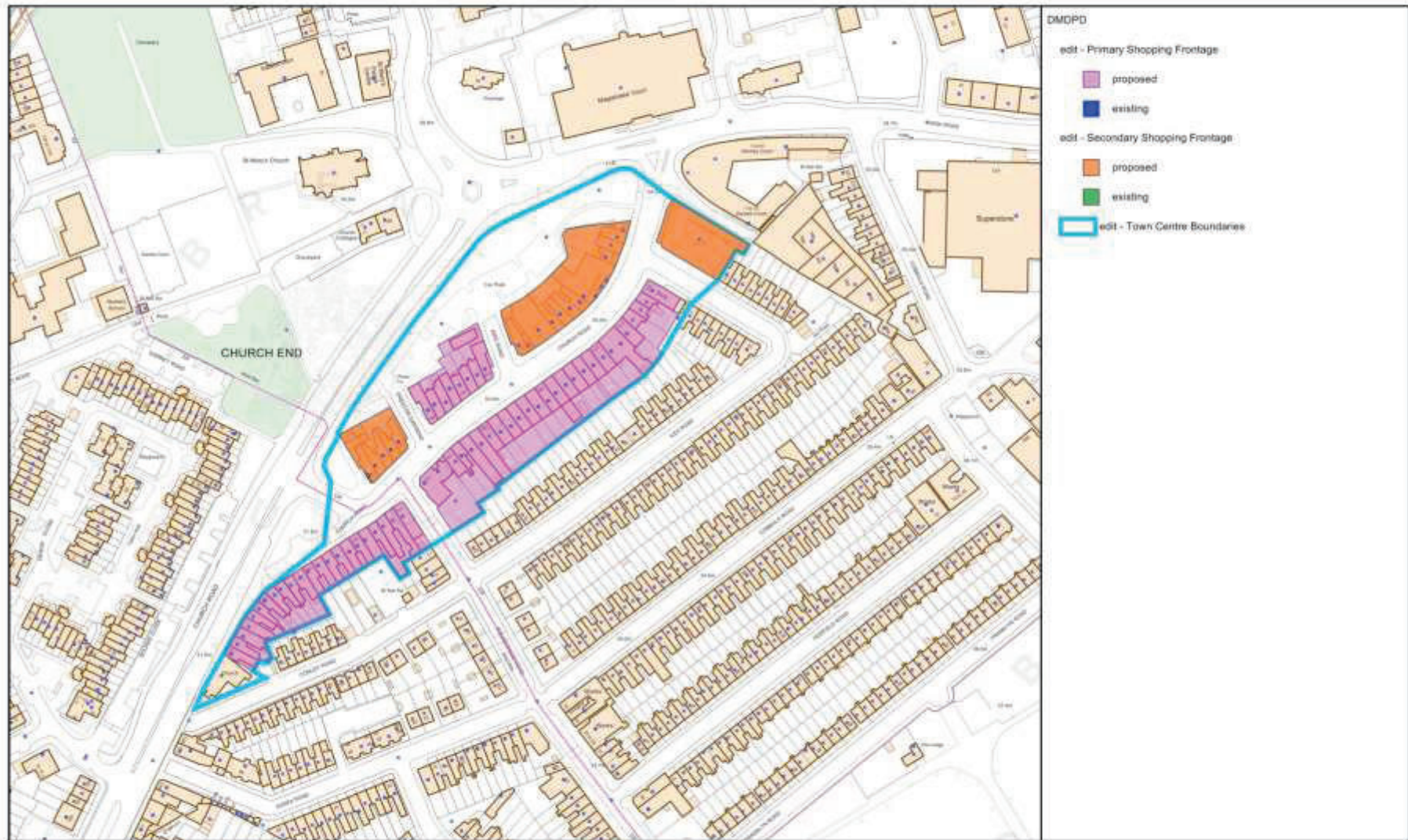
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## Church End



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18 September 2013

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## Colindale The Hyde



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10 December 2013

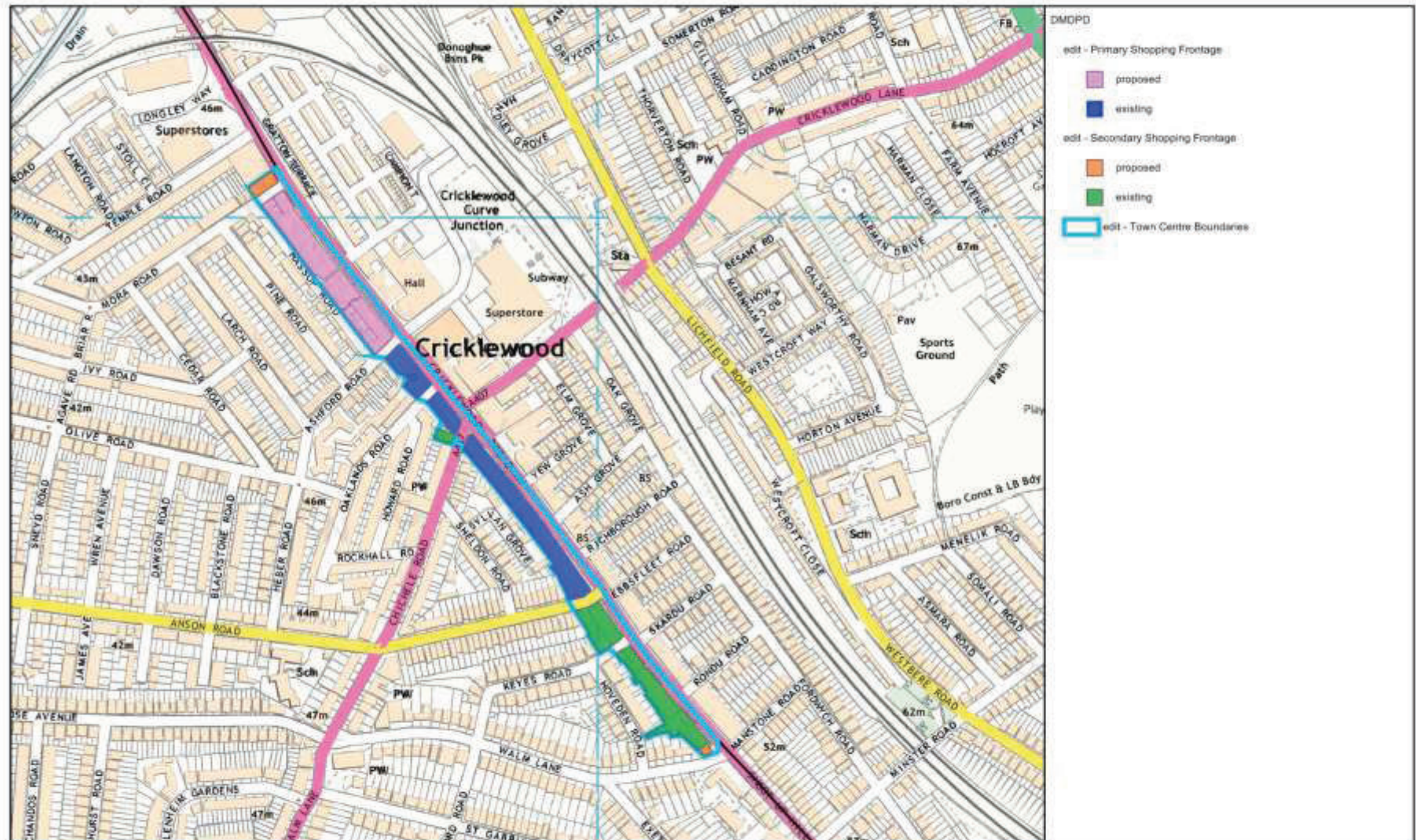
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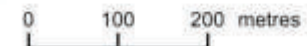
## Cricklewood



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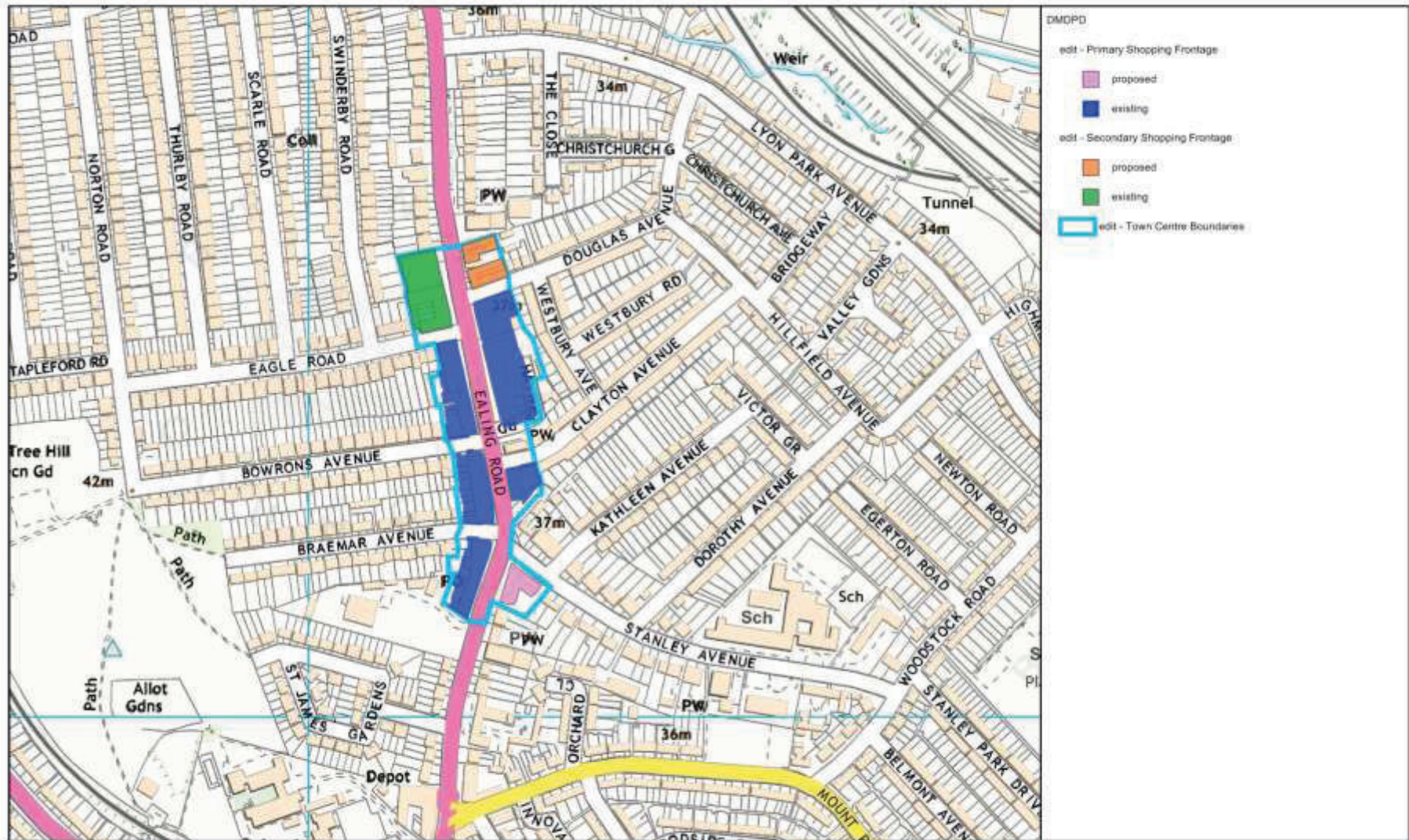
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# Ealing Road



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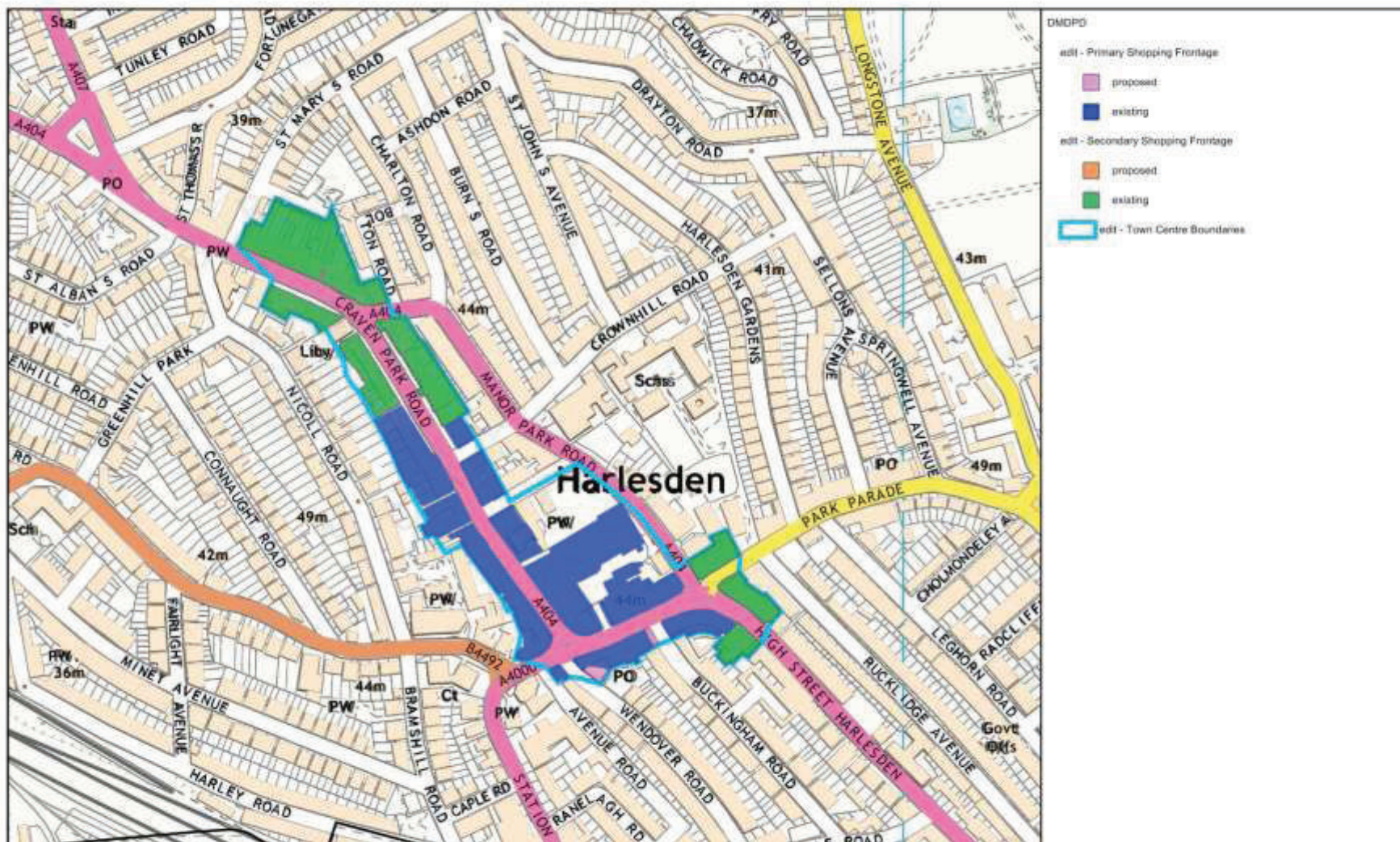
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# Harlesden



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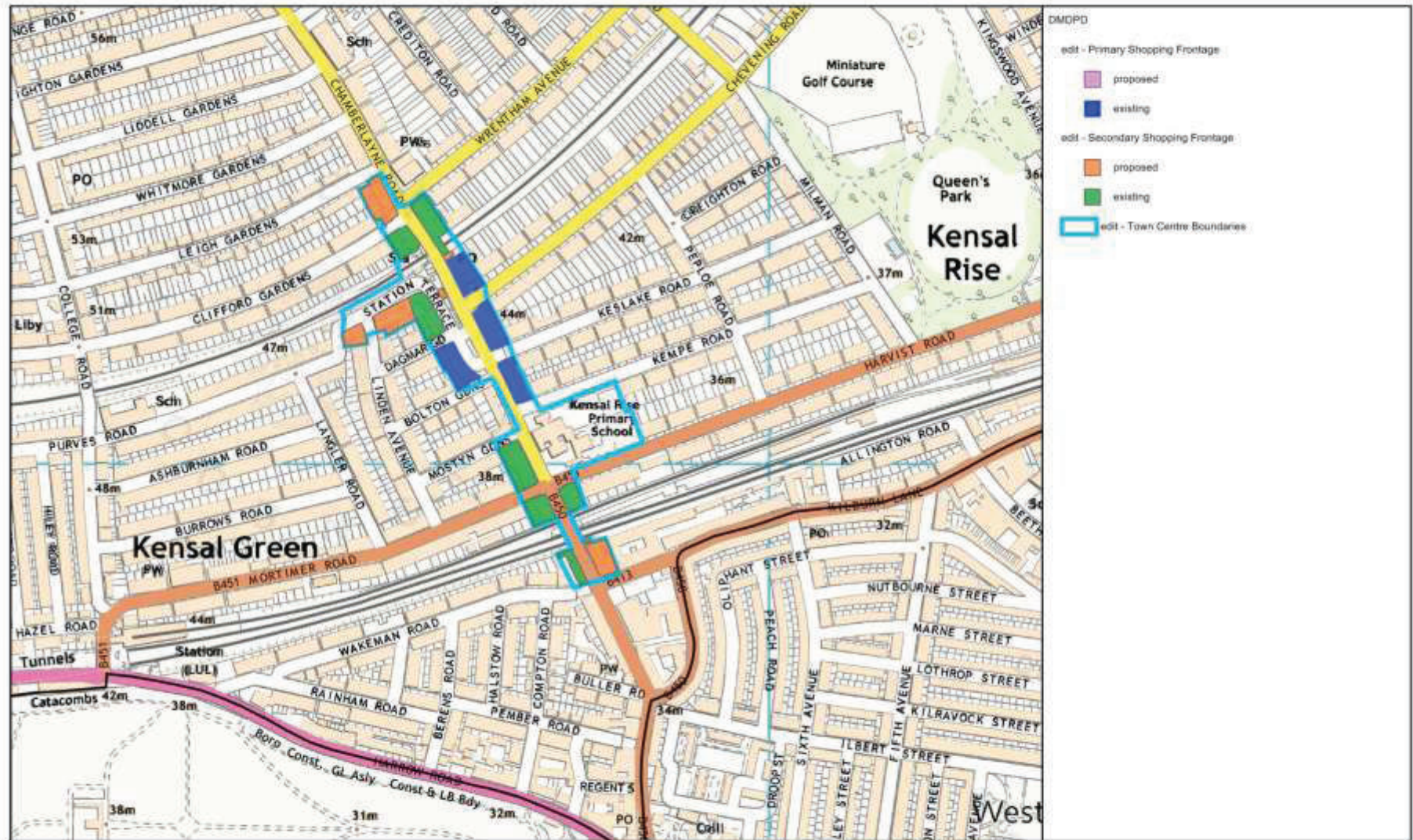
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## Kensal Rise



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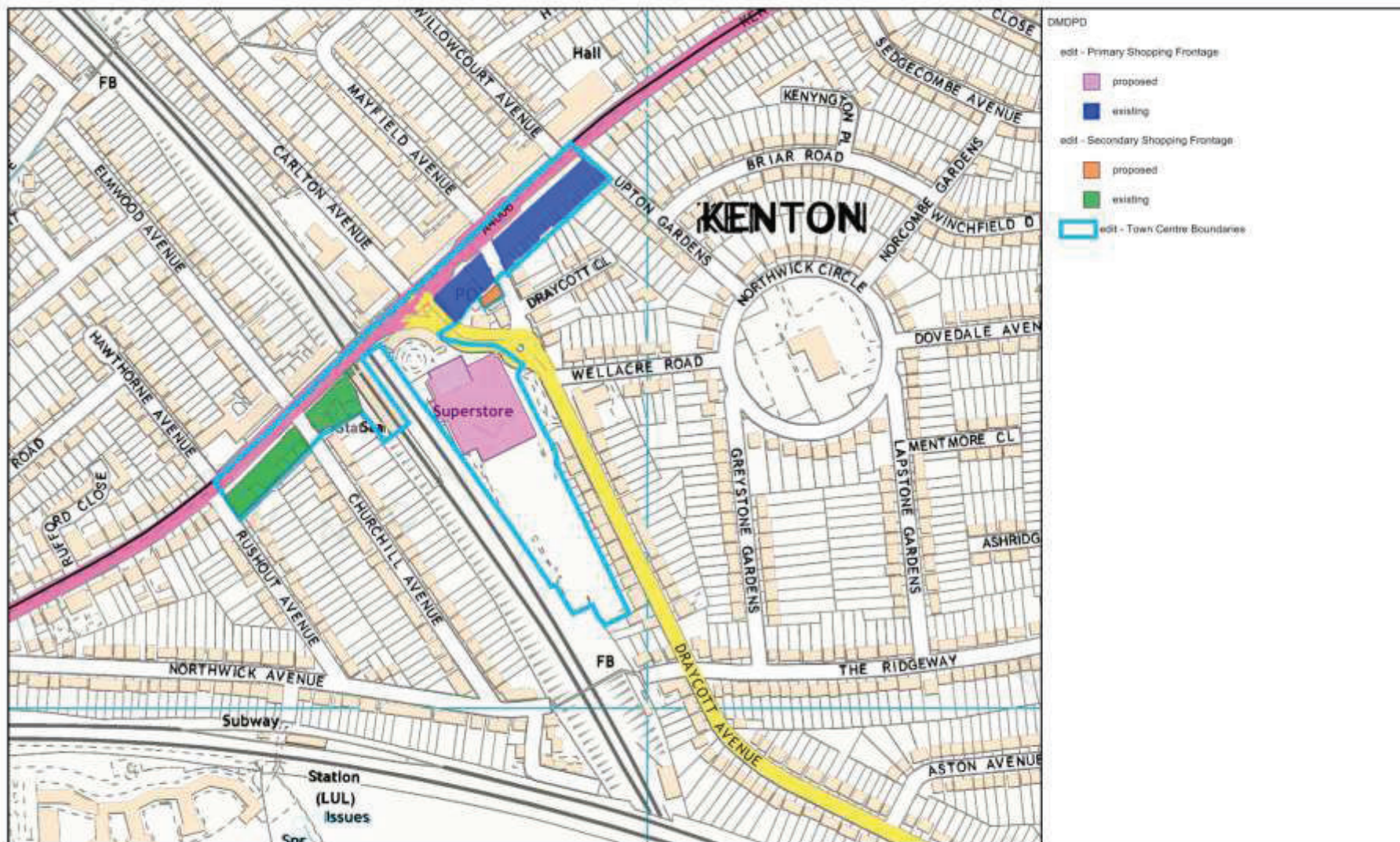
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# Kenton



- DMOPD
- edit - Primary Shopping Frontage
    - proposed
    - existing
  - edit - Secondary Shopping Frontage
    - proposed
    - existing
  - edit - Town Centre Boundaries

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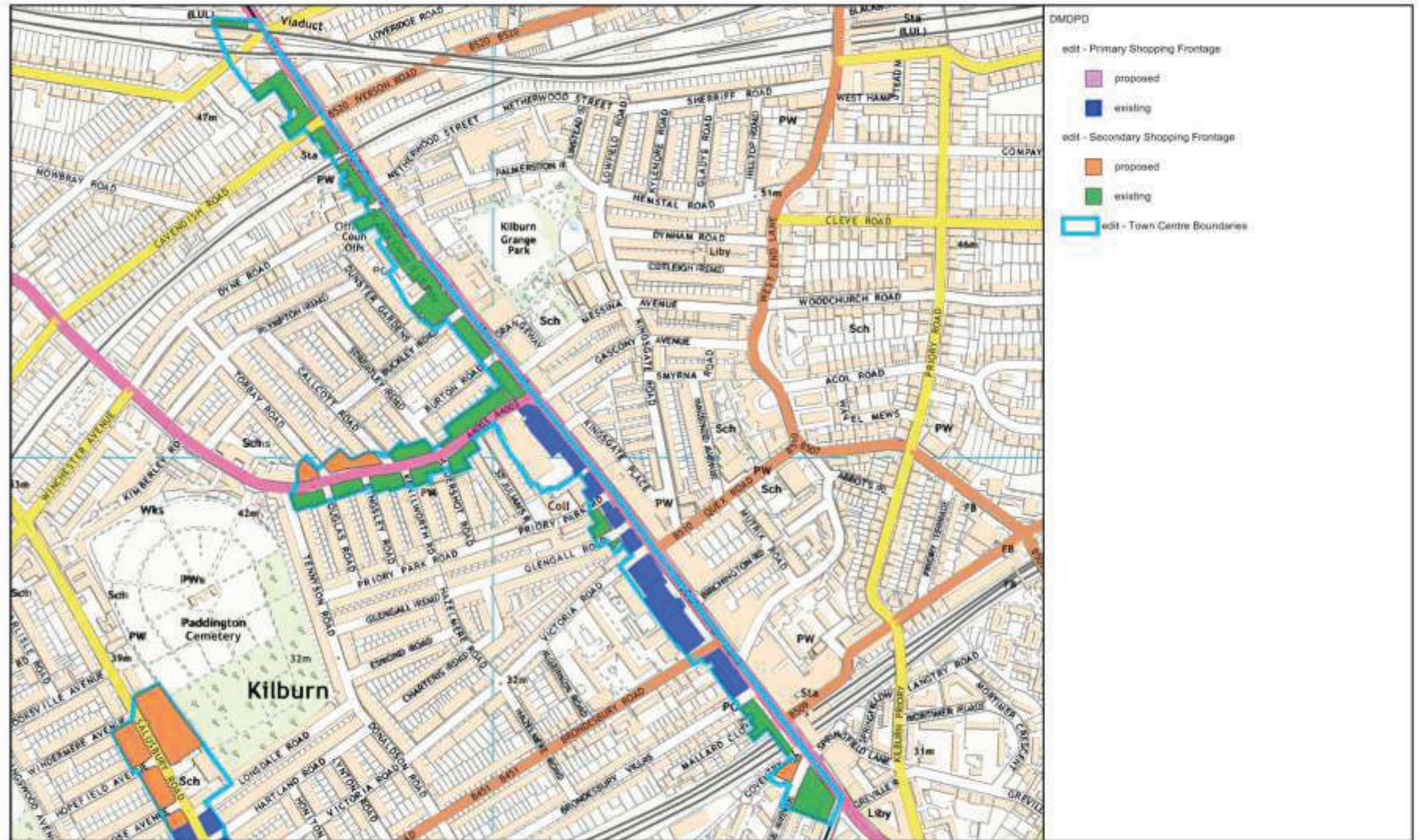
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# Kilburn



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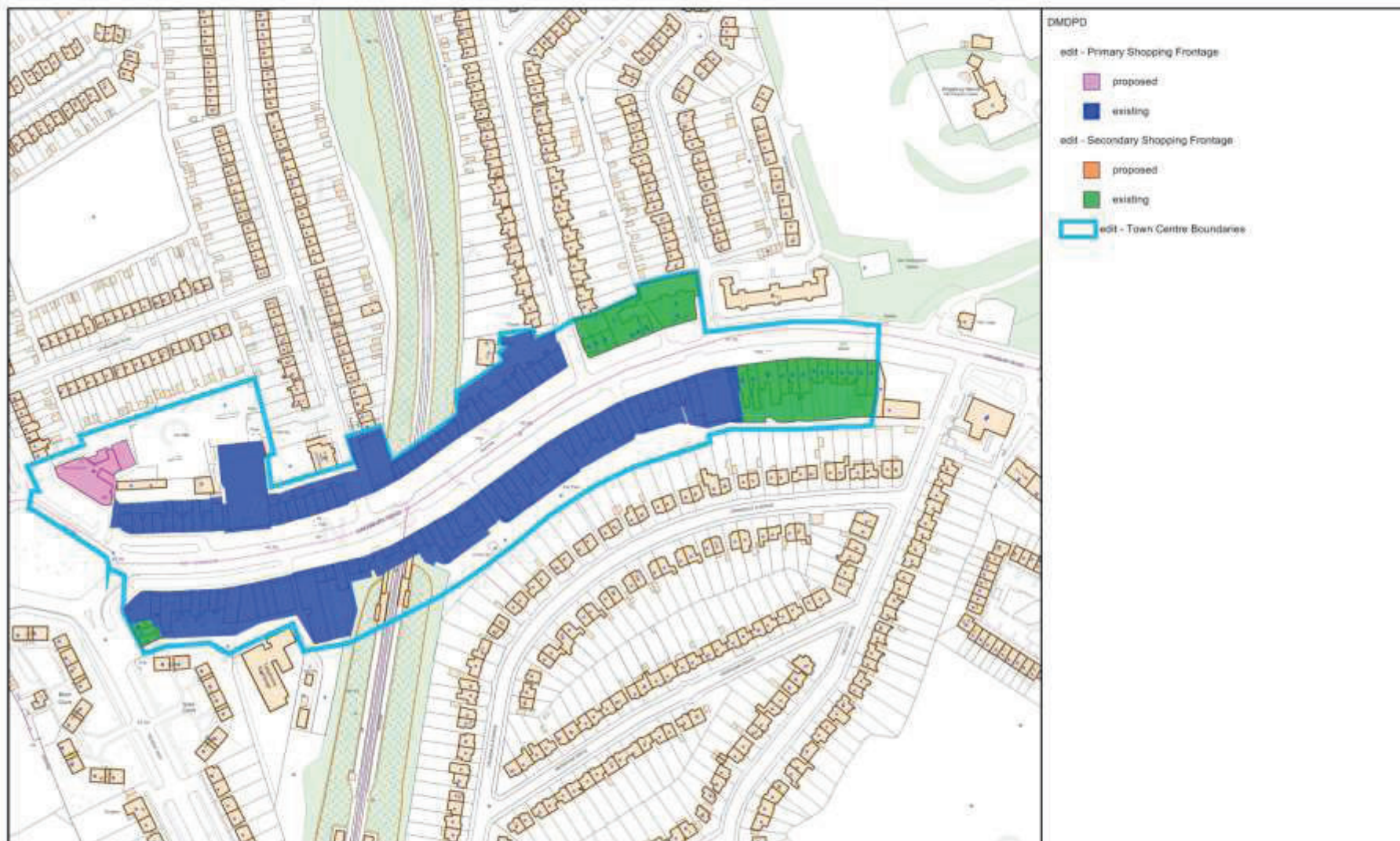
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## Kingsbury



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## Neasden



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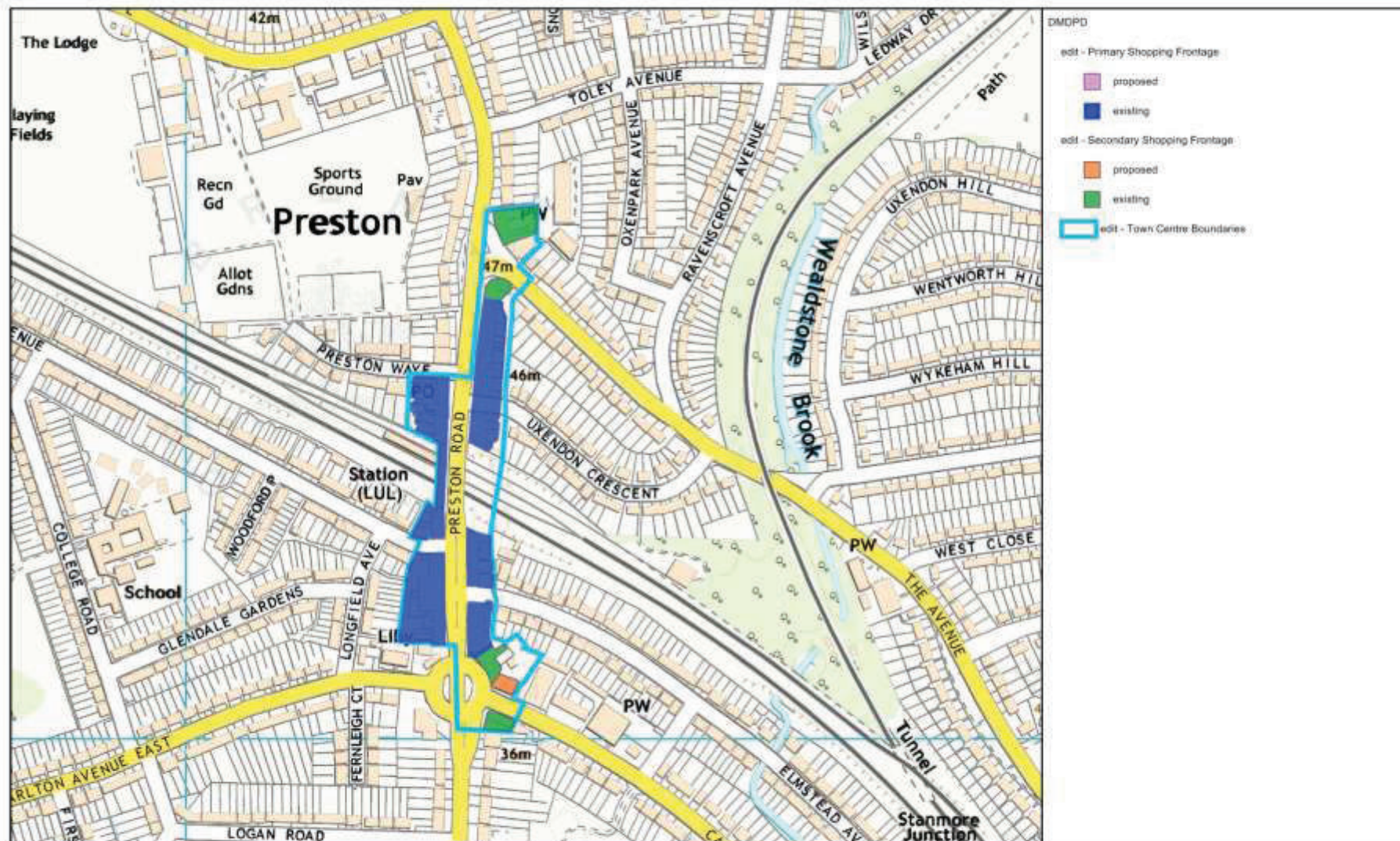
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## Preston Road



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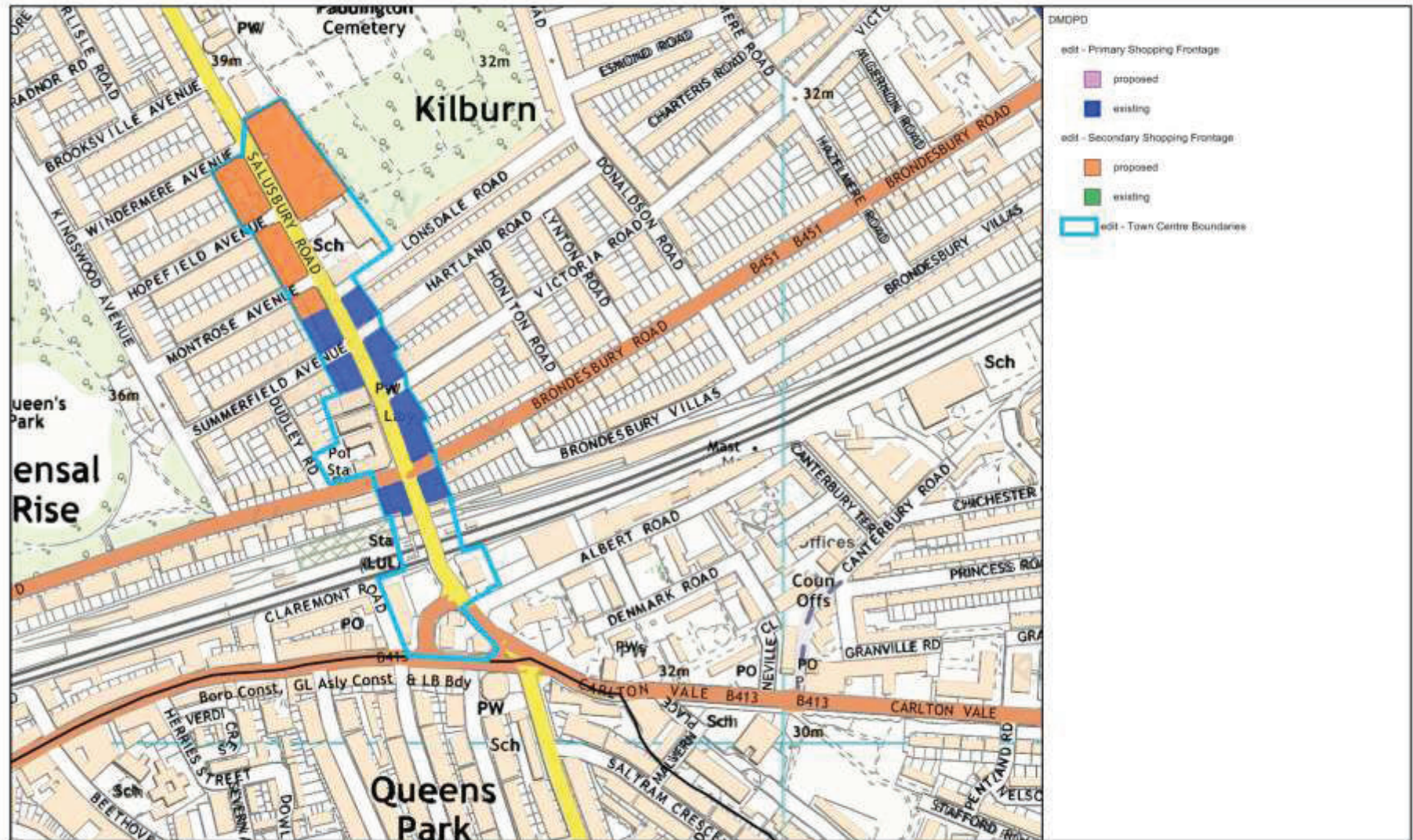
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## Queen's Park



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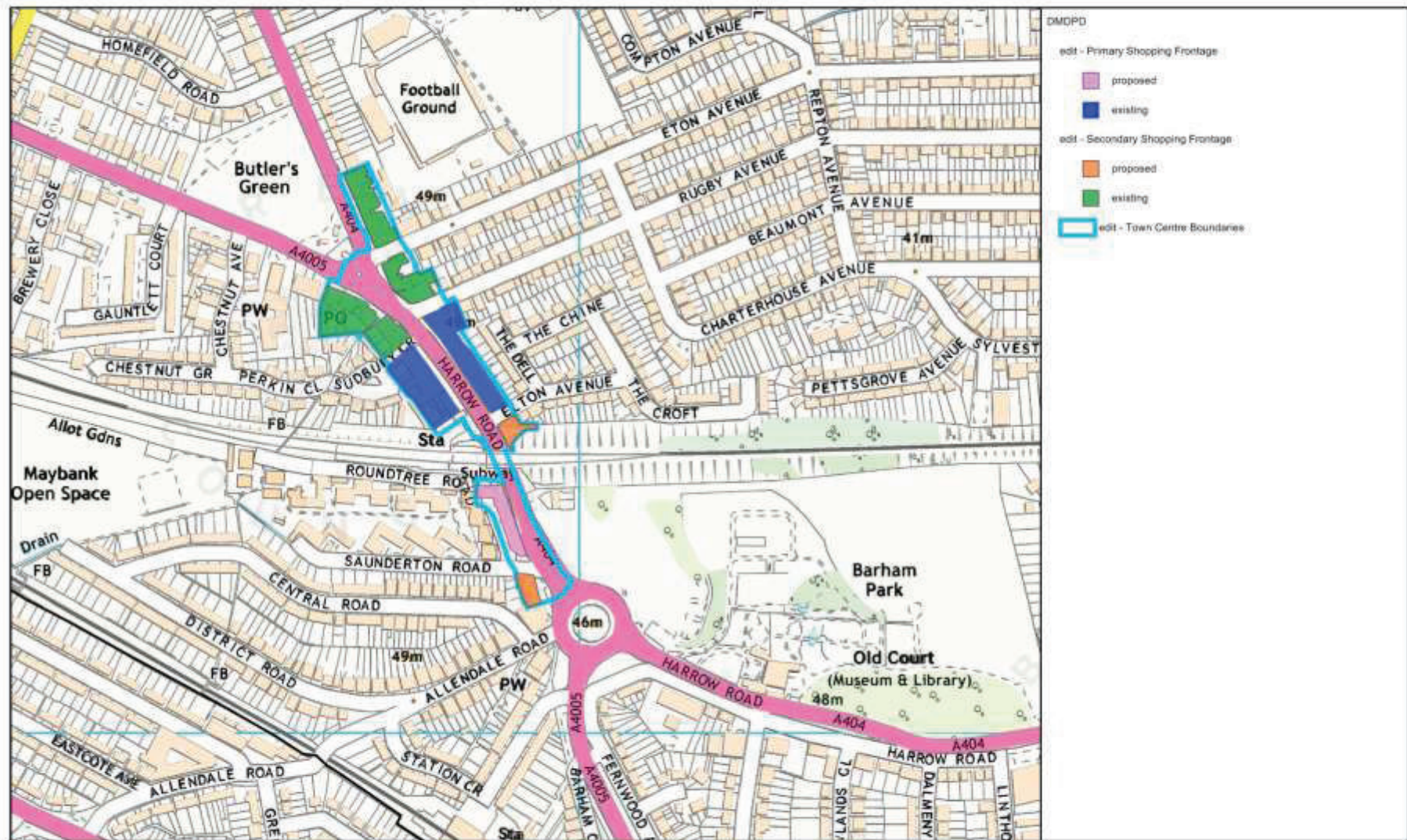
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# Sudbury



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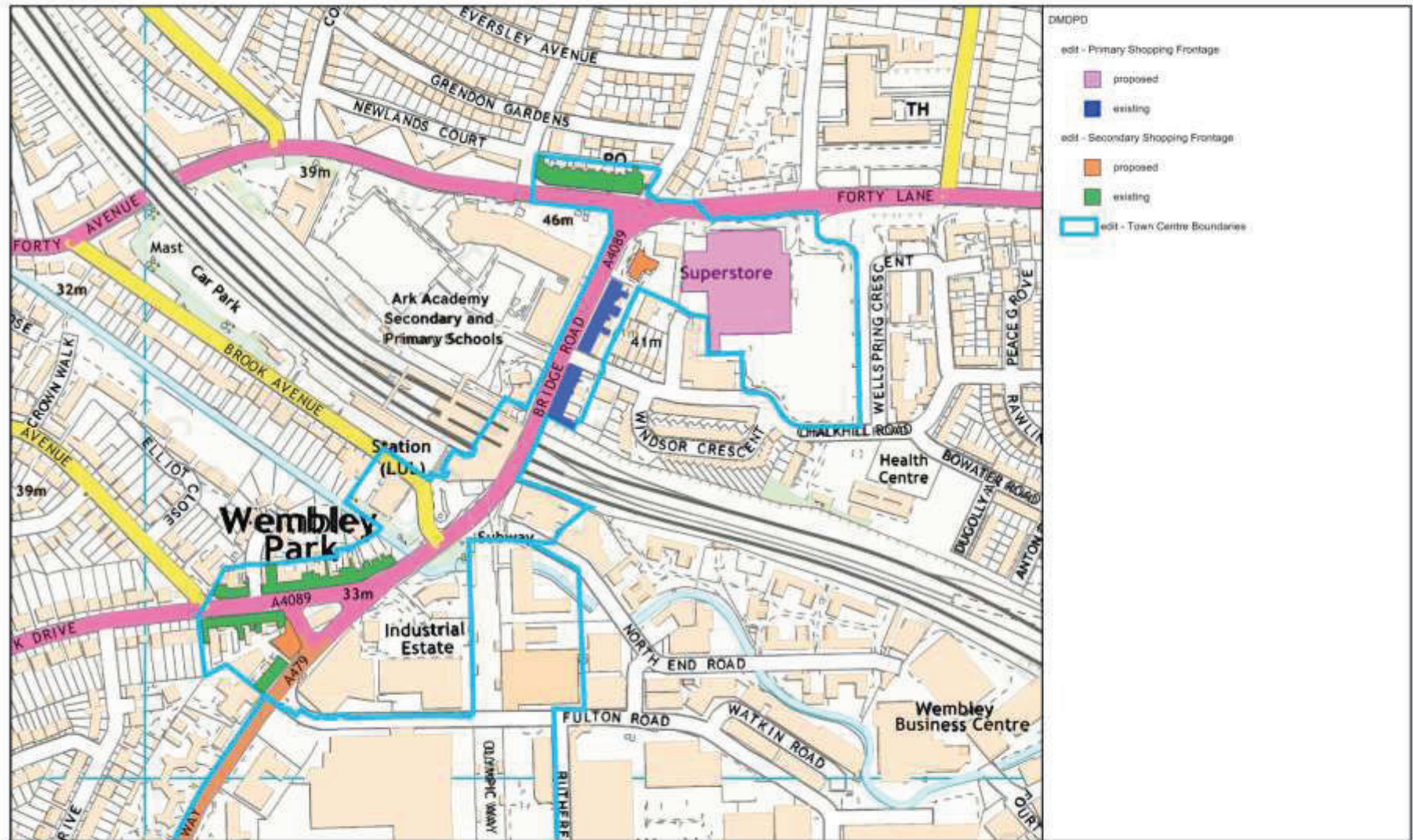
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## Wembley Park



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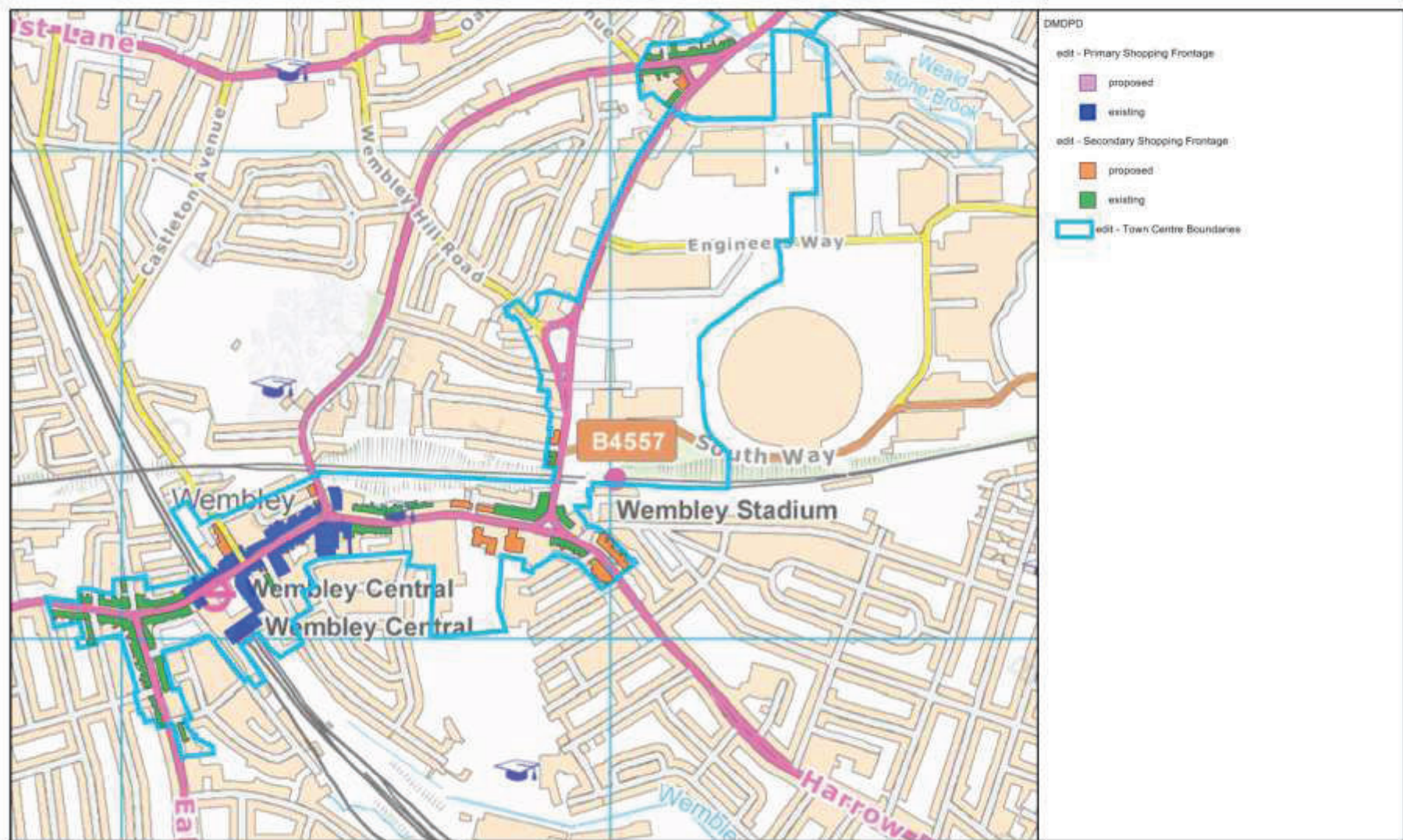
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## Wembley



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12 September 2013

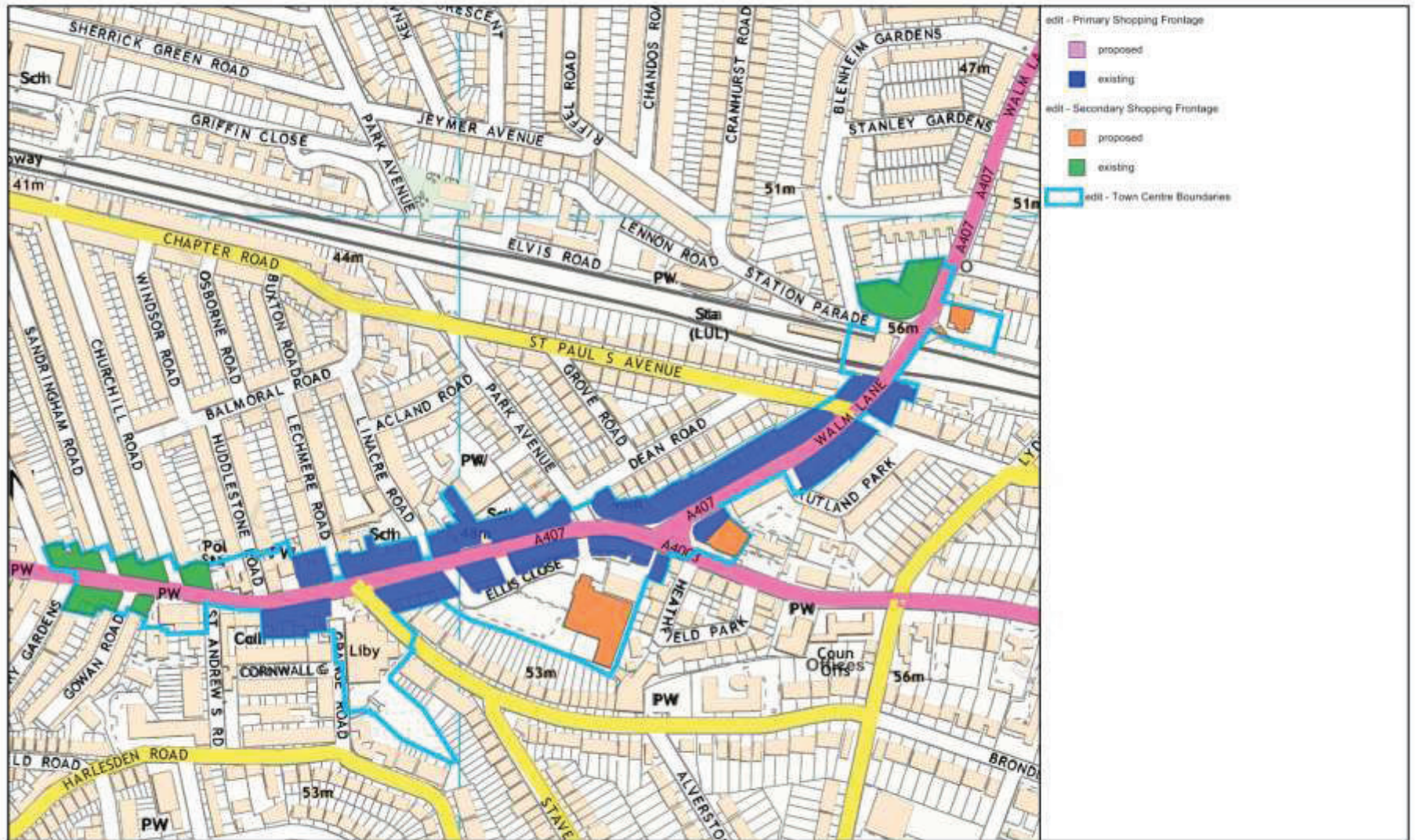
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## Willesden Green



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## **Proposed Alterations to Strategic Industrial Location Boundary (SIL)**

The SIL Boundary is shown in hatched markings and land it is proposed to release from the SIL is outlined in orange.

