

Committee Report
Planning Committee on 20 July, 2010

Item No. 1/01
Case No. 10/0774

RECEIVED: 6 April, 2010

WARD: Barnhill

PLANNING AREA: Kingsbury & Kenton Consultative Forum

LOCATION: Chalkhill Estate Redevelopment, Chalkhill Estate, Wembley

PROPOSAL: Demolition of Chalkhill Medical Centre, Rook Close, and creation of public park with play, performance and wildlife areas and formation of new pedestrian accesses on land adjacent to Chalkhill Road and Dugolly Avenue, HA9 (as accompanied by Chalkhill Park Community Consultation Final Report prepared by Groundwork London)

APPLICANT: London Borough of Brent

CONTACT: London Borough of Brent

PLAN NO'S:
Refer to condition 2

RECOMMENDATION

Approval subject to conditions and informatives

EXISTING

The application site is an area of rough grassland which formed part of the Master Plan for the redevelopment of the Chalkhill Estate and was designated as an area for a public park (LPA Ref: 94/1212). The site is surrounded by residential properties to the north (Chalkhill Road), east (Dugolly Avenue) and west (Rook Close) and abuts the railway line to the south. The site has been occupied on a temporary basis by the Chalkhill Medical Centre whilst works have been carried out on the new permanent Medical Centre located off Chalkhill Road (LPA Ref: 05/0968). The new Medical Centre is now occupied and the application site is vacant.

The site is designated on the Unitary Development Plan 2004 Proposal Map as an area of public open space. The railway line is designated as a wildlife corridor.

PROPOSAL

Demolition of temporary Chalkhill Medical Centre and creation of public park with play, performance and wildlife areas and formation of new pedestrian accesses on land adjacent to Chalkhill Road and Dugolly Avenue.

HISTORY

05/0968: Full Planning Permission sought for erection of 14 no. 1-bedroom and 28 no. 2-bedroom flats, office accommodation for Housing Association, community centre and Brent Primary Care Trust incorporating 2 GP practices, 38 car-parking spaces, landscaping to car park, re-alignment of 1 turning-head and 1 crossover, with elevated walkway linking PCT to Asda car park - Granted, 28/06/2005.

02/2681: Full Planning Permission sought for construction of 150 private dwellings comprising of

138 two-bedroom, 12 one-bedroom flats and 94 social-housing dwellings comprising 64 one-bedroom, 4 two-bedroom, 8 three-bedroom flats and 9 one-bedroom, 9 two-bedroom lifetime home units, together with associated landscaping - Granted, 31/03/2003.

94/1212: Outline Application: Demolition of Bison blocks and redevelopment to provide retail superstore, residential accommodation, parking, public open space and support facilities including health centre, rehabilitation and refurbishment of Scientist Estate Properties - Granted, 25/06/1996.

POLICY CONSIDERATIONS

National Policy Guidance

PPS9: Biodiversity and Geological Conservation

PPS9 states that wildlife should be protected from the adverse effects of development, where appropriate, using planning conditions or obligations.

Brent's Unitary Development Plan 2004

OS7: Provision of Public Open Space

The provision of new public open space will be sought on appropriate sites in local public space deficiency areas when redevelopment takes place.

OS14: Wildlife Corridors

Wildlife corridors will be protected from developments which sever or otherwise unacceptably harm their importance for wildlife conservation and/or visual amenity, unless where appropriate, compensatory provision is provided.

OS17: New Wildlife Habitats

The creation of wildlife habitats will be sought as part of the landscaping scheme in major developments in locations which are adjacent to areas of nature conservation importance and in areas of wildlife deficiency.

EP6: Contaminated Land

When development is proposed on or near a site suspected of being significantly contaminated then an investigation of the hazards posed and any necessary remedial measures will be required.

BE5: Urban Clarity & Safety

Public open spaces should be informally surveilled through the positioning of fenestration, entrances and other forms of overlooking.

CONSULTATION

Consultation Period: 20/04/2010 - 11/05/2010

Public Consultation

A total of 351 properties were consulted as detailed below:

- 1 - 8 Anton Place (inclusive)
- 1 - 49 Bowater Road (inclusive)

- 51 - 59 Bowater Road (odd)
- 84 - 104 Chalkhill Road (even)
- 89A-H Chalkhill Road (inclusive)
- 110 - 132 Chalkhill Road (even)
- 1 - 16 Moore View, 91 Chalkhill Road (inclusive)
- 113 - 115 Chalkhill Road (odd)
- 1 - 10 Dugolly Avenue (inclusive)
- 1 - 47 Rawlings Crescent (odd)
- 1 - 14 Rook Close (inclusive)
- 2 - 22 Walton Avenue (even)
- 1 - 23 Wellspring Crescent (odd)
- 1 - 23 Windsor Crescent (odd)
- 8 - 40 Windsor Crescent (even)

A total of 6 representations have been received, raising the following comments

1. Proposal will provide children with a good play area.
2. Play areas are small. Play equipment such as a sliding rope, tennis courts or basketball court would be welcomed.
3. Concerns raised with the lack of parking provision.
4. A separate area for dogs should be provided.

Internal Consultation

Environmental Health - No objection raised subject to a condition securing details of soil testing and disposal of the car park area.

Transportation - No objections raised on transportation grounds

Landscape - No objections raised subject to details of the proposal secured by condition

External Consultation

London Underground Limited - No objections raised in principle subject to being consulted on the details of the landscaping to ensure that there is no adverse effect to railway infrastructure.

Environment Agency - No objections raised.

Pre-application consultation

From May to September 2008, Groundwork London, together with officers within the landscape team, carried out an extensive community consultation with Chalkhill residents to inform designs for the new public open space. The consultation process commenced with a "Chalk Hill Community Café" in June 2008. 1,300 questionnaires were distributed across the estate and events such as the Health/Community Centre Information Day on 10th June 2008 and the Community Consultation and Sports Day on 30th August 2008 were organised and attended by Groundwork to engage as widely as possible with Chalkhill residents. In addition two steering groups were established and involved throughout the consultation and design process. These comprised an adult steering group made up of 10 representatives from the residents groups (SLIC, Chalkhill Residents Association and Chalkhill Community Action) and other interested residents, and a youth steering group formed in partnership with the Chalkhill Youth Forum and involved 21 young people. A summary of the main issues that came out of the consultation is provided below:

Play Areas

- Widely agreed that one large play area with sections for different age groups was needed

- Play provision for 5 – 12 years olds was identified as a priority followed by outdoor sports provision
- Location of play areas caused much debate with locations including close to the border with Chalkhill Road and Rook Close. The main issue was to ensure that the play areas were not situated too close to housing because of potential noise nuisance but sufficiently close to be overlooked.
- Adults, children and young people were keen to see designated play areas with varied relief that incorporated planting, trees, grassy mounds, slopes and other natural elements
- Impacting absorbing surfaces were discussed together with boundary fencing.
- A large amenity grassland was identified as a key priority throughout the consultation and should be a central feature of the park to allow for a large space to hold events and for informal sports e.g. cricket, football etc.

Sports Provision

- The highest priority identified by the male youth was a MUGA or an area set aside for football within the amenity grassland area.
- Lighting was welcomed so that football could be played throughout the year.

Performing Arts Space

- A performance arts space within the park was identified as a high priority for the majority of residents.
- Opinions on the exact design were varied with some residents preferring the more formal band stand like structures and other preferred a more informal amphitheatre like design using earth mounds.

Paths, Benches and Bins

- Residents preferred paths with gentle curves rather than uniformly straight ones.
- A main path encircling the park with a tree-lined section was identified together with benches and bins located along the pathway.
- Additional paths criss-crossing the amenity grassland was also identified as a need.
- Both traditional park benches and informal seating were popular, together with the use of memorial benches in memory of those who have passed away.

Picnic Areas

- Residents were in favour of informal picnic areas with tables and benches.

Dogs

- Majority of residents expressed concerns with dogs and dog fouling seriously affecting people's enjoyment of outdoor space.
- Many residents and the views of the consultation exercises and steering groups felt that dogs should be banned from the park and a separate dog exercise area installed.
- The northeast corner of the park was identified as an area for dog exercise located on the edge of the park.
- Dog litter bins and appropriate signage throughout the park was seen as important.

Security and fencing

- Discussions were held over whether the park should be locked at night. One solution was

to leave certain areas open for young people to access which was welcomed by the Youth Steering Group

- Residents did not want to see hiding places
- Residents would like to see wide vehicular access gates into the park to allow vehicles to enter to set up for events. The preferred location was the north-west of the park at the junction of Rook Close and Chalkhill Road.

Planting

- The Adult Steering Group preferred the use of indigenous planting rather than exotic plants and that low maintenance is preferable.
- An ornamental flower garden was welcomed with the suggestion that it could be incorporated in the quiet/reflective garden.

Nature Conservation Area

- Residents supported an area for nature conservation within the park.
- An area was identified to the east of the park and the existing space bordering the railway line to the south of the park.
- Residents have identified that they would like to see a wildflower meadow and natural "wild" grassland within this area and for a circular bench around the existing willow tree.

Lighting

- Adequate lighting throughout the park, particularly along the circular path encircling the park was identified as a priority.
- Solar-powered lighting was suggested in place of traditional lighting to reduce maintenance costs.

Temporary Cafe Site

- Residents expressed interest in a temporary cafe site, such as a caravan-type snack bar.
- Northwest corner near the proposed vehicular access gates was identified as the preferred location.

Cycling

- There was strong opposition from residents about cyclists using the paths in the park, although children and young people disagreed with banning bikes from the park, subject to riding responsibly when encountering pedestrians.

Parking

- Residents felt that there was a need for some parking facility near the park to enable the elderly or immobile to access and use the park. They were also concerned that the new health and community centre did not have any parking provision.

Concerns were also expressed with the existing parking situation getting worse as a result of the loss of the temporary car park on the site.

REMARKS

The proposed public open space

The proposed park is a requirement made under a Section 106 Agreement associated with the recent residential development to provide the area with a new public open space. The proposal seeks to provide amenity green space, formal recreational areas, play features, art and sculpture as well as habitat creation and enhancement to the wildlife corridor. Once complete, the park will be maintained by Brent Council Parks Services.

Concept Development

The initial concept was developed by the London Borough of Brent. The concept developed through sketch design and changed as different elements were integrated and precedents explored. Following on from extensive community consultation, the park space evolved into different character areas which form the basis of the final design and overall landscape strategy. These are discussed below:

1. Open Parkland

These areas seek to provide a combination of open, naturally established, rough grassland with dedicate areas for more intense recreational use, such as kickabout areas. This has been provided to meet the needs of children and young adults who have expressed a need for football facilities. A performance area is also proposed. Wildflower meadows will be introduced in order to establish biodiverse habitats and mown grass areas will be associated alongside footpaths, play areas, formal areas and sculpture garden.

2. Formal Planting Areas

These areas will form eye-catching, bold, colourful floral planting beds for the public enjoyment. They will create a memorable scene to key entrances and formal spaces within the park.

3. Play Areas

A playground for all ages will be incorporated into the parkland. The play area will be created using colourful structural and sculptural forms which will incorporate both formal and informal play features and equipment.

Play area planting will be confined mainly to the perimeter built will endeavour to provide a sensory stimulating plant experience. This will be provided through a range of attractive, interesting, touchable, aromatic, colourful, old and shapely selection.

4. Wildlife Corridor

Bird boxes and bat roosts are proposed in the existing trees.

Existing vegetation and trees will be retained where possible, although due to the grading of the site, some of the grassland will need to be re-established. Additional planting will be introduced to boost the existing habitat and replace those that are lost. These include native trees, native shrub planting, a native hedge mix, native bulbs and a swathe of native wildflower and rough grassland.

5. Aquatic and marginal areas

Natural marginal and aquatic habitats in the form of swales, shallow depressions with reed planting and a pond will be created to enhance biodiversity and aims to attract amphibians and insects. The majority of the proposed marginal and aquatic plant species will be established through plug planting and sowing seeds.

Details of the planting proposed within each of the character areas together with a detailed landscape maintenance and management plan are recommended to be secured by a planning

condition to ensure the ongoing vitality of the planting and wetland/wildlife habitats.

Foundation and sculpture

A foundation is proposed within the main entrance acting as a key focal element in the park and forms a destination point. It is also designed to form an end point and feature to the pedestrian access from the Town Hall and Forty Lane. The design of the foundation is a juxtaposition between the formal straight lines and smooth finished and the natural curved irregular forms and rough surfaces.

Sculpture and sculptural forms will be incorporate throughout the park to create an interaction and play element and to assist in way finding.

Full details of the sculptures and foundation are recommended to be secured by condition.

Surfacing and edging

Buff aggregate or asphalt is proposed for the main circulation routes which are envisaged to be 3m wide to provide suitable surface for maintenance vehicles and provide sufficient width for both pedestrians and cyclists. A mix of real stone and/or imitation stone in an attractive laid pattern is proposed for the formal entrance areas and spaces. This type of material is proposed as it will provide a smart, clean and easily maintenance hard surface suitable for high wear.

Full details of the hardsurfacing materials and treatments throughout the park are recommended to be secured by condition.

Street Furniture

Seating is proposed to be constructed with stone in the formal areas to compliment the paving and ornamental planting. In open parkland and the wildlife areas rustic timber seats are proposed.

Signage is proposed throughout the park to indicate zoning and way finding of the park. A welcome sign/sculpture is also planned for the entrance to the park.

Waste disposal will be provided through recycling bins at the main entrances and litter bins throughout the park. In formal areas these may be stone or metal while timber and other materials will be used throughout the rest of the park. Dog litter bins will also be provided.

The park will be open on three sides allowing easy access and increasing the sense of openness and freedom. The play areas, water fountain and formal gardens will be enclosed by simple architectural 1.2m high railing in response to residents concern over dogs.

Street lamps will be provided along the footpath/cycle route and at main entrances. Feature trees, shrubs, sculptures and the foundation are all proposed to be lit in various manners to create interest at night with various displays and colours.

Full details of the seating, signage, waste disposal, boundary treatments and lighting are recommended to be secured by condition.

Flood Risk

The Environment Agency do normally require a surface-water Flood Risk Assessment for site that are over 1 hectare in Flood Zone 1 (low flood risk areas). Whilst this site is over 1 hectare, the Environment Agency have advised that due to the nature of the site and the topographical survey, they find the scheme acceptable and do not require the submission of a surface-water Flood Risk Assessment.

Contamination

The proposed end use of the site (a public park) is deemed to be "sensitive" under Planning Policy Statement 23 and as such, as a minimum, a desk study is required to determine whether there are any potential risks to future site users from soil contamination. A Phase 1 Desk Study has been carried out by officers within the Council's Environmental Health Team. The outcome of the desk study has led to a site investigation carried out by Southern Testing. The site investigation report has been reviewed by Environmental Health.

The site investigation revealed that none of the potential contaminants exceeded their screening values apart from total PAH and benzo(a)pyrene. The levels of these contaminants exceeded their screening values due to two hotspots which coincide with the car-park area. As the car-park area is to be broken up and removed, this will effectively deal with this contamination.

The rest of the soil, according to the findings of the investigation, is suitable for use. The report recommended that 200 - 300mm of topsoil be used as cover in all soft landscaped areas. Officers in Environmental Health have advised that any topsoil brought onto the site will need to be tested for suitability and if any previously undiscovered contamination is uncovered during the landscaping works, then this will need to be brought to the attention of Environmental Health for further assessment. Such details are recommended to be secured by condition.

Nature Conservation

An ecological survey and nesting bird, bat and reptile survey have been carried out. This is discussed in further detail below:

Nesting Birds

No active nests were recorded at the time of the survey. However, it is advised that vegetation or site clearance should ideally take place outside of the nesting season (1st March - 31st July inclusive). If any active nests are identified prior to tree works then they must be protected until the young have fledged.

The survey recommended that the weeping willow is retained (T3 on the tree survey) as this tree has high potential to support starlings which are Red listed by the RSPB and are also a UKBAP species.

Bird boxes and careful pruning of the retained trees are also recommended.

Bats

Activity surveys revealed the presence of pipistrelle bats foraging and feeding around several trees on the site. The survey recommends the use of bat boxes together with an emphasis on the retention of natural roosting features. Additional tree planting along the eastern edge of the site was recommended to improve bat foraging opportunities.

The survey recommended that lighting should be at a low level and directed away from sensitive areas.

Reptiles

No reptiles were recorded at the site. The report however recommends that if any reptiles become evident on site then works shall cease and the advice of a suitably qualified ecologist be sought.

The survey recommends that the wildlife corridor be enhanced by creating artificial hibernacula and

south facing slopes to provide basking opportunities to increase the suitability of the site for local reptiles.

Further details will be required by condition.

Tree Protection

A tree survey and tree-root protection plan have been provided which have identified the trees on site and any recommended works to be carried out to these trees. A condition will require works to the trees to be carried out in accordance with the submitted survey.

Access points to the park and parking

Five pedestrian entrances are proposed (four along Chalkhill Road and one on Rook Close), with the main entrance being directly opposite the linear park alongside Asda Superstore. Officers in Transportation have advised that the positions shown for the pedestrian entrances into the park are well thought out - each linking a pedestrian desire line from adjoining streets.

Whilst no future means of vehicular access for parks vehicles have been indicated on the plans, it has been agreed that use would be made of the two existing crossovers from Rook Close. Full details of the vehicular are recommended to be secured via condition.

No parking provision is proposed for the park. On-street parking is prohibited on Chalkhill Road alongside the northwestern corner of the site, but otherwise unrestricted parking is available along Rook Close, Bowater Road and Dugolly Avenue and these roads are not generally heavily parked. Whilst it is noted that residents are concerned with the lack of parking provision for the park, given that the park is intended to be a local facility, the majority of trips to the park are likely to be by foot or bike. With spare on street capacity being available on adjoining roads, it is not considered necessary to provide a designated parking area.

Conclusions

The proposed park is considered to be of benefit to the local community by providing outdoor recreation for local residents. Following significant consultation, the proposal has evolved to meet the needs of all age groups. Accordingly, subject to appropriate conditions, approval is accordingly recommended.

RECOMMENDATION: Grant Consent

REASON FOR GRANTING

(1) The proposed development is in general accordance with policies contained in the:-

Brent Unitary Development Plan 2004

Relevant policies in the Adopted Unitary Development Plan are those in the following chapters:-

Built Environment: in terms of the protection and enhancement of the environment
Environmental Protection: in terms of protecting specific features of the environment and protecting the public
Open Space and Recreation: to protect and enhance the provision of sports, leisure and nature conservation

Community Facilities: in terms of meeting the demand for community services

CONDITIONS/REASONS:

- (1) The development to which this permission relates must be begun not later than the expiration of three years beginning on the date of this permission.

Reason: To conform with the requirements of Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved drawing(s) and/or document(s):

L 201 02

L 201 03

L 201 04

L 201 05

L 201 06A

L 3706/1 Sheet 1 of 2

L 3706/2 Sheet 2 of 2

Landscape Strategy

"Nesting Bird, Bat & Reptile Survey for Chalkhill Park, Wembley" prepared by Wychwood Environmental

"Chalkhill Park, Wembley: Ecological Survey" prepared by Brent Council

"Phase 1 Desk Study" prepared by Brent Council

Site Investigation prepared by Southern Testing

Tree Survey

Reason: For the avoidance of doubt and in the interests of proper planning.

- (3) Tree works shall be carried out in accordance with the approved Tree Survey and Root Protection Plan L 201 06A. Any works to the existing trees shall take place outside the main breeding period for birds (March to September) unless preceded by a survey, to be submitted to and approved in writing by the Local Planning Authority, to check for the presence of breeding birds. Should nesting birds be identified, all works to the trees shall stop until the young birds have left the nest.

Reason: In the interests of wildlife.

- (4) The tarmac and underlying soil associated with the car park area is not suitable for re-use on the site and must be disposed of appropriately. Evidence of disposal in the form of waste transfer notes must be provided to the Local Planning Authority. The quality of any soil brought into site must be tested for contamination at a ratio of 1 sample per every 100 cubic metres. Details of the soil testing must be provided to the Local Planning Authority for approval. Should any previously undiscovered contamination be uncovered during the landscape works, this must be brought to the attention of the Environmental Health department immediately.

Reason: To ensure the safe development and secure occupancy of the site proposed as a public park.

- (5) Notwithstanding the details referred to in the landscape strategy, further details of the landscape scheme for the proposed park shall be submitted to and approved in writing by the Local Planning Authority in consultation with London Underground Limited (LUL) prior to any works commencing on site, and thereafter fully

implemented in accordance with the approved details. Such details shall include:

- i) Hard Surfaces including details of materials and finishes including boundary treatments including evidence of sustainable construction techniques.
- (ii) All planting including location, species, size, number and density.
- (iii) Measures to protect/enhance wildlife habitat
- (iv) The location and details of all proposed furniture and lighting including but not limited to bollards, litterbins, light columns and up lights.
- (v) Details of water feature, mechanics, materials and any other relevant construction details.
- (vi) Proposed contours and levels to incorporate natural drainage feature.
- (vii) The location of all proposed signage on site.
- (viii) Details of the proposed vehicular access arrangements for maintenance vehicles.
- (ix) A 5-year maintenance plan showing aims and objectives and details for maintenance of hard and soft landscaping.

Any planting that is part of the approved scheme that, within a period of 5 years after planting, is removed, dies or becomes seriously damaged or diseased, shall be replaced in the next planting season and all planting shall be replaced in the same positions with others of a similar size and species, unless the Local Planning Authority first gives written consent to any variation.

Reason: To ensure a satisfactory appearance and setting of development so that the facilities provide a benefit to the local community and residents.

- (6) Details of all play spaces (formal and informal) shown on the approved plans are to be submitted to and approved in writing by the Local Planning Authority prior to commencement of any demolition/construction work on the site. Such landscaping work shall be completed prior to occupation of the park.

Such scheme shall also indicate:-

- (i) Any proposed boundary treatments including walls and fencing, indicating materials and heights.
- (ii) Equipment including details of types of equipment to be installed.
- (iii) Surfaces including details of materials and finishes.
- (iv) Existing contours and levels and any alteration of the ground levels, such as earth mounding.
- (v) All planting including location, species, size, number and density.
- (vi) The location of all proposed signage on site.
- (vii) The location and details of all proposed furniture and lighting including but not limited to bollards, litterbins, light columns and up lights.
- (viii) A 5-year maintenance plan showing aims and objectives and details for maintenance of hard and soft landscaping.

Any trees and shrubs planted in accordance with the landscaping scheme which, within 5 years of planting are removed, dying, seriously damaged or become diseased, shall be replaced in similar positions by trees and shrubs of similar species and size to those originally planted unless otherwise agreed in writing with the Local Planning Authority.

Reason: To ensure a satisfactory appearance and setting of development so that the facilities provide a benefit to the local community and residents.

INFORMATIVES:

- (1) The applicant is advised to contact London Underground Limited prior to carrying out works to the trees near to the boundary with the railway line.

REFERENCE DOCUMENTS:

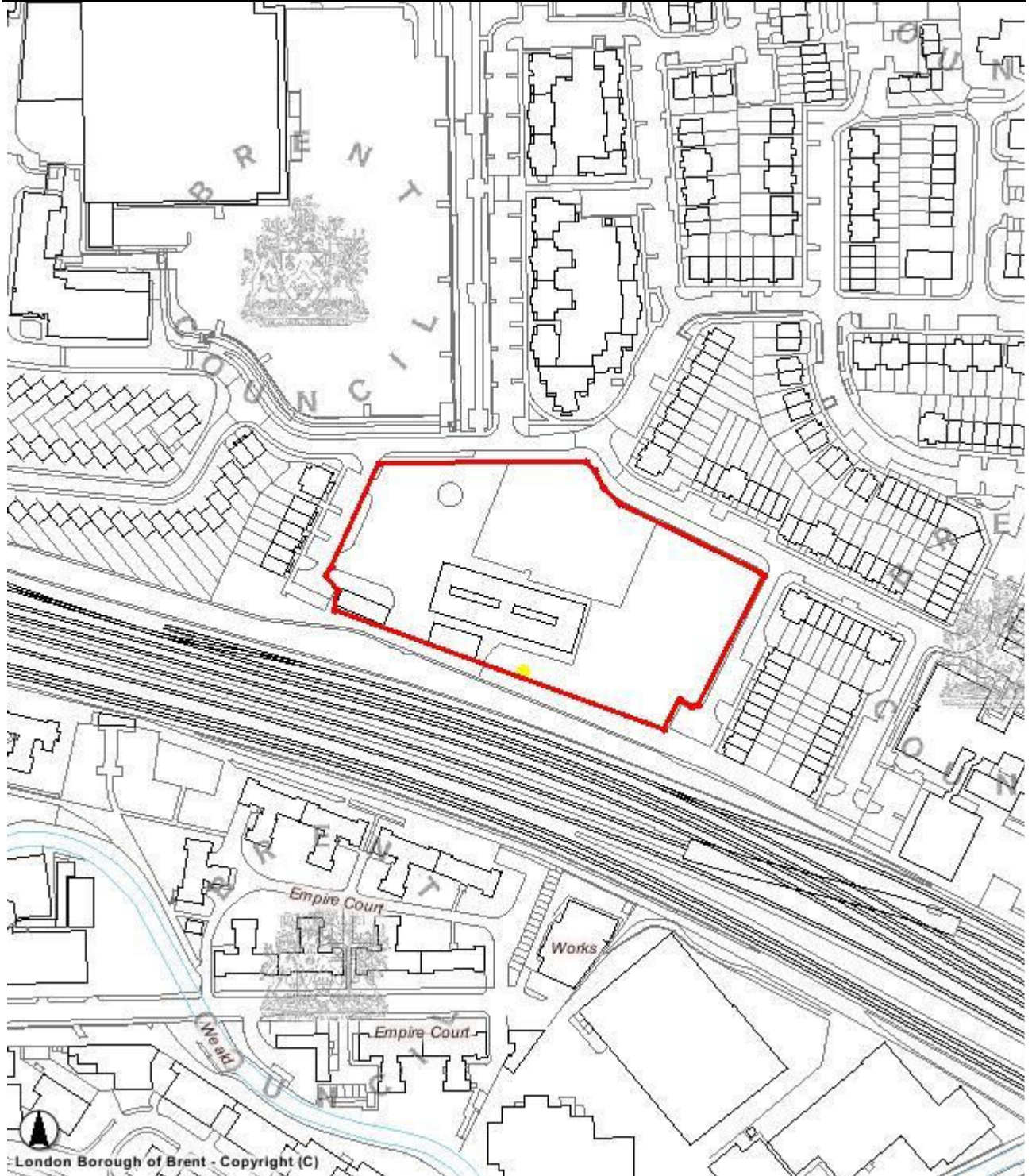
Any person wishing to inspect the above papers should contact Victoria McDonagh, The Planning Service, Brent House, 349 High Road, Wembley, Middlesex, HA9 6BZ, Tel. No. 020 8937 5337



Planning Committee Map

Site address: Chalkhill Estate Redevelopment, Chalkhill Estate, Wembley

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