

**Committee Report
Planning Committee on 18 August,
2010**

Item No. 1/03
Case No. 10/1727

RECEIVED: 2 July, 2010

WARD: Fryent

PLANNING AREA: Kingsbury & Kenton Consultative Forum

LOCATION: Kingsbury High School Annexe, Bacon Lane, London, NW9 9AT

PROPOSAL: Erection of two-storey community facility (Use Class D1) comprising Intergenerational Centre and ancillary office space, with external play area & multi-use games area (MUGA pitch) with associated hard and soft landscaping, cycle, buggy and refuse stores and 3 designated parking bays on land adjacent to Stag Lane Pupil Referral Unit (with main entrance fronting Stag Lane) as amended by plans received 04/08/10

APPLICANT: Asset Management Service (Brent Council)

CONTACT: Frankham Consultancy Group Ltd

PLAN NO'S:

See condition 2

RECOMMENDATION

Grant approval

EXISTING

The application site comprises a 0.18ha area of grassed open space on the west side of Stag Lane close to the southern boundary of the Roe Green Conservation Area.

It is enclosed with a 3m high chain link fence to all boundaries and provides an area of informal play for the adjoining Pupil Referral Unit (PRU). To the north of the site lies an access drive to Kingsbury High School, school playing fields lie to the west and the former Kingsbury Library building lies to the south (part of which houses the PRU).

The site is formally part of Kingsbury High School.

PROPOSAL

Erection of two-storey community facility (Use Class D1) comprising Intergenerational Centre and ancillary office space, with external play area & multi-use games area (MUGA pitch) with associated hard and soft landscaping, cycle, buggy and refuse stores and 3 designated parking bays on land adjacent to Stag Lane Pupil Referral Unit (with main entrance fronting Stag Lane) as amended by plans received 04/08/10

Background

The application proposes the Kingsbury Intergenerational Children's Centre, which comprises a Phase 3 Sure Start Children's Centre, facilities for Extended Services for children and young people and accommodation for the Kingsbury Early Intervention Locality Team.

It is made by Brent Council Children & Families department (Asset Management Service).

Centre Activities

There are three core services/activities proposed in the Intergenerational Children's Centre building: (1) Sure Start Children's Centre; (2) Extended Services; and (3) Early Intervention Locality Team (EILT).

Briefly, the Sure Start Children's Centre element offers drop-in and scheduled activities for children aged 0-5 years old and their families and act as a base for outreach work and provide professional advice (e.g. health advice, nutrition activities, parenting support, training and employment services, access to Citizens Advice Bureaux and Job Centre Plus, family support and counselling, sessional childcare/creche and drop in play sessions for families).

Extended Services covers children and young people aged 5-19 years old and provides leisure activities for young people that also provide childcare or a safe place for young people are particularly in need in this locality. Activities will be planned and usually outside of school hours.

The Early Intervention Locality Team (EILT) is part of a new project which will be family focussed with an emphasis on prevention and early intervention for children with additional needs. The locality team will be based in this centre and will hold planned meetings with families and other professionals in the building. Young people or families may make unplanned visits to the centre to talk to a member of the team.

The Intergenerational Children's Centre is proposed be open between 8am-9pm all year round including school holidays. Both the Children's Centre and the EILT operate to normal working hours of 9-5pm, although some staff may arrive between 8-9am.

Activity sessions in the Children's Centre would start between 9.30-10am in the morning and 1.30-2pm in the afternoon; to be timed to avoid particularly busy times during the school day.

The children's centre will offer a crèche where parents are in the same building but not immediately responsible for their children, who would be cared for by staff. It is anticipated that the crèche would take nine 0-2 year olds, eight 2-3 year olds and eight 3-5 year olds; actual numbers depend on the age of the children and number of staff available. When the crèche room is not being used to provide crèche, it will be used for drop-in stay and play sessions for children and parents or childminders. It is anticipated that no more than 30 children would attend these sessions with no more than 25 parents/carers. This is in line with the maximum numbers experienced at existing children's centres.

In addition to these scheduled sessions, visitors may also arrive at the centre at different times during the day to find out about activities, see a member of the team or gather information. Adult visitors will go to the centre for different services throughout the day. Taking account of all available rooms for meetings, training, classes and activities for children which parents might attend, the maximum anticipated number of adults at any one time would be 64.

The Extended Services programme may include out of school activities for young people up to 9pm; a maximum group size of 30 is envisaged for those services. The centre will be open

weekdays with some weekend use to suit the needs of young people and the wider community.

Although the capacity of the centre at any one time will be determined by the timetable, space and number of staff available, the applicants have provided some information on the anticipated maximum numbers of people attending the centre at any one time (see below). Your officers have extrapolated this data with some other data provided by the applicants on average morning and afternoon attendances.

Visitor Group	Average AM	Average PM	Maximum
Staff	20	17	28
Service Providers	7	4	10
Children (0-5 years)	18	14	30
Children and young people (5-19 years old)	-	-	30
Adult visitors accessing services (e.g. parents, childminders)	38	26	64
Total	86	61	134

Table 1: anticipated numbers of people attending the centre (by average AM & PM and maximum)

HISTORY

10/0769 Erection of two-storey Children's Centre (Use Class D1), with external play area & multi-use games area (MUGA pitch) and 1 disabled parking space, on land adjacent to Stag Lane Pupil Referral Unit (with main entrance fronting Stag Lane) WITHDRAWN 20/05/10

POLICY CONSIDERATIONS

Local

Brent Unitary Development Plan 2004

Built Environment

- BE2 on townscape: local context & character states that proposals should be designed with regard to their local context, making a positive contribution to the character of the area.
- BE3 relates to urban structure, space and movement and indicates that proposals should have regard for the existing urban grain, development patterns and density in the layout of development sites.
- BE4 states that developments shall include suitable access for people with disabilities.
- BE5 on urban clarity and safety stipulates that developments should be designed to be understandable to users, free from physical hazards and to reduce opportunities for crime.
- BE6 discusses landscape design in the public realm and draws particular attention to the need to create designs which will reflect the way in which the area will actually be used

and the character of the locality and surrounding buildings. Additionally, this policy highlights the importance of boundary treatments such as fencing and railings which complement the development and enhance the streetscene.

- BE7 Public Realm: Streetscene
BE9 seeks to ensure new buildings, alterations and extensions should embody a creative, high quality and appropriate design solution and should be designed to ensure that buildings are of a scale and design that respects the sunlighting, daylighting, privacy and outlook for existing and proposed residents.
BE12 states that proposals should embody sustainable design principles commensurate with the scale and type of development.

Transport

- TRN1 Planning applications will be assessed, as appropriate for their transport impact on all transport modes including walking and cycling.
TRN2 Development should benefit and not harm operation of public transport and should be located where access to public transport can service the scale and intensity of the proposed use
TRN3 Directs a refusal where an application would cause or worsen an unacceptable environmental impact from traffic, noise, pollution it generates or if it was not easily and safely accessible to cyclists and pedestrians.
TRN4 Measures to make transport impact acceptable, including management measures to reduce car usage to acceptable levels.
TRN22 Parking standards for non residential developments
TRN34 The provision of servicing facilities is required in all development covered by the plan's standards in Appendix TRN2.
PS12 Non-residential car parking standards
PS15 Parking standards for disabled people.
PS16 Cycle parking standards

Open Space, Sport & Recreation

- OS8 Protection of sports grounds

Community facilities

- CF2 Location of small scale facilities
CF10 Development within school grounds

Brent Core Strategy 2010

- CP 16 Town centres and the sequential approach to development**
STR2, SH1, SH3, SH4, SH5, WEM1
Sets out the sequential order of centres for new retail and other town centre uses and establishes Wembley as the principal centre in the borough for these uses
- CP 18 Protection and enhancement of open space, sports and biodiversity**
STR33, STR34, STR35, OS4, OS6, OS7, OS8, OS11, OS22
Protects all open space from inappropriate development. Promotes enhancements to open space, sports and biodiversity, particularly in areas of deficiency and where additional pressure on open space will be created
- CP 19 Brent strategic climate mitigation and adaptation measures**
none
Highlights the need for new development to embody or contribute to climate mitigation objectives, especially in growth areas

- CP 20 Strategic and borough employment areas**
STR1, STR23, STR24, STR26, STR28, EMP4, EMP5, EMP7, EMP8, EMP11, EMP12, EMP15
Safeguards Strategic and Borough Employment Areas for appropriate uses and identifies those uses which are considered appropriate to be located within them. It also establishes the preferred location for offices
- CP 23 Protection of existing and provision of new community and cultural facilities**
STR31, STR37, STR38, TEA3, CF3, CF5
Encourages new accessible community and cultural facilities and protects existing facilities. Sets a standard for the provision of new community facilities

Supplementary Planning Guidance

Supplementary Planning Guidance No. 17 "Design Guide for New Development"

Regional

London Plan Consolidated with Alterations 2008

Policy3A.18 Protection and Enhancement of Social Infrastructure and Community Facilities

National

Planning Policy Guidance Note No. 17: Planning for Open space, Sport and Recreation

Open spaces, sport and recreation all underpin people's quality of life. Well designed and implemented planning policies for open space, sport and recreation are therefore fundamental to delivering broader Government objectives

Where a robust assessment of need in accordance with this guidance has not been undertaken, planning permission for such developments should not be allowed unless:

- (i) the proposed development is ancillary to the use of the site as a playing field (eg new changing rooms) and does not adversely affect the quantity or quality of pitches and their use;
- (ii) the proposed development only affects land which is incapable of forming a playing pitch (or part of one);
- (iii) the playing fields that would be lost as a result of the proposed development would be replaced by a playing field or fields of equivalent or better quantity and quality and in a suitable location - see paragraph 13 above; or
- (iv) the proposed development is for an outdoor or indoor sports facility of sufficient benefit to the development of sport to outweigh the loss of the playing field.

SUSTAINABILITY ASSESSMENT

Policy CP19 means BREEAM Excellent is now adopted Core Strategy requirement across all non residential new builds. As the design work for this proposal was started before this policy was adopted on 12 July 2010 this proposal has missed some stages of the process, including the feasibility study to have been carried out at RIBA stage B, with a life cycle cost review to inform the design process at Stages C and D. This was not carried out at that time and cannot be undertaken retrospectively. As such it may only be possible to achieve BREEAM Very Good.

The Council's sustainability officer has stated that a BREEAM pre-assessment should be undertaken to identify what credits can be achieved and as a minimum the equivalent of BREEAM

Excellent should be achieved in the Energy credits. These details can be included in a supplementary report.

As ultimately a Brent building, this proposal will contribute towards the council's Carbon Reduction Commitment so the emphasis will be on ensuring the most energy efficient building feasible.

Subject to the information in the pre-assessment report it is proposed to impose conditions requiring BREEAM Very Good and the equivalent of Excellent for the Energy credits.

CONSULTATION

Neighbours, Roe Green Village Residents Association and Ward Councillors were consulted on 16/08/10. A site notice was posted on 21/08/10 and a notice was posted in the local press on 22/08/10.

Local consultees

Three neighbours and the Roe Green Village Residents Association have objected, on the following grounds:

- Traffic problems resulting in overcrowding of nearby streets
- Insufficient consultation
- Concentration of community uses in the area resulting in harm to residential amenity
- Funding could be redirected to the Stag Lane clinic
- Poor design

One letter in support of the scheme has been received, from the headteacher of Kingsbury High School, on the grounds that:

- It will bring much needed social care and facilities to the area

These matters are discussed in the *Remarks* section of the report, below.

Internal consultees

Transportation

The Director of Transportation raises no objection subject to conditions. Due to the relevance of these comments to the application, they are detailed in the *Remarks* section, below

In summary, the proposal can be supported on the transportation ground subject to following conditions:

(1) A Travel Plan for the Children Centre should be prepared as described above. Please contact Deborah Bonner, the School Travel Plan officer in the Transportation Service Unit for further information

(2) Cycle Parking: Cycle parking has been provided close to the entrance. There should be six cycle parking spaces provided for the use of the staff and the visitors. The cycle parking should have lock and key to prevent theft.

Design officer

Raises no objection subject to further details, conditions

The revised proposals for the children's centre promise a rigorous balanced high quality building that will sit comfortably along side the locally listed Library. The design offers an exciting and challenging building that is stimulating and challenging in such a suburban location. The plan form and sensitive proportions allow the building to have an unashamedly contemporary but contextually comfortable role in the local context.

Landscape officer

No objections in principle. Some detailed comments included, as discussed in the *Remarks* section, below.

Sustainability officer

See *Sustainability Assessment* section, below.

Statutory consultees

Sport England

No objection as it benefits from exception 3 of Sport England's playing fields protection policy, subject to conditions as follows:

Prior to bringing into use of the proposed development a management and maintenance scheme for a period of 24 years to include measures to ensure the replacement of all artificial surfaces within the next 10 years and management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the site by the applicant.

Reason: to ensure that new facilities are capable of being managed and maintained to an acceptable standard which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport.

Prior to commencement of the use details of the design and layout of the MUGA, which shall comply with Sport England Design Guidance Notes and include consideration of 'Access for Disabled People 2002', shall be submitted to and approved in writing by the Local Planning Authority in consultation with Sport England. The proposed facilities shall be constructed in accordance with the approved design and layout details and shall be suitable for disabled persons.

Reason: to ensure the development is fit for purpose, subject to high quality design standards and sustainable.

REMARKS

Key considerations

- Whether the planning merits of the proposed development outweigh the loss of open space and the sequential test
- Whether the parking and access arrangements would result in illegal parking and harm to highway safety

This application follows the withdrawal of an earlier application (10/0769) at the advice of your planning officers. This application has been developed following further discussions in the intervening time period. These focussed on the following issues:

- The principle of co-locating these services here and that Executive endorsement was required for the proposal
- The activities and number of people who would attend them and how they would attend them (in terms of transportation)
- The design of the building

1. Principle

Does the proposed development constitute a departure from the development plan?

The proposed development is on playing fields that are owned by Kingsbury High School and used by Stag Lane Pupil Referral Unit, although the land is fenced and not capable of providing formal pitches. The proposed development is a mixed use comprising a community use (Use Class D1) in the Intergenerational Centre and a supporting office use (Use Class B1).

The proposed development could be judged to not comply with the development plan on two in-principle issues relating to:

- (a) development of open space and playing fields; and
- (b) location of uses which are subject to the sequential test, which directs such uses to town or district centres.

The borough's development plan in this instance consists of the Unitary Development Plan (adopted 2004) and the Core Strategy of the Local Development Framework (adopted 12 July 2010).

In terms of point (a), the impact of the loss of open space could be considered contrary to the development plan in terms of the visual impact while the loss of the playing fields could contribute to the general deficiency in such space across the borough and be contrary to central government guidance.

In terms of point (b), the impact of locating small-scale community facilities and office uses, both of which are normally considered better suited to town centre locations, in a more marginal location is contrary to the development plan which encourages non-car modes of transportation; thus such uses should be located where they are more easily accessible by public transport. There are also matters concerning sustainable development and climate change mitigation related to this.

Development of open space

The policy framework has changed since the previous application was made, with Unitary Development Plan (UDP 2004) policy OS8 *Protection of Sports Grounds* now supported by Core Strategy (CS 2010) policy CP18 *Protection and Enhancement of Open Space, Sports & Biodiversity*. This policy protects all open space from inappropriate development. It also promotes enhancements to open space, sports and biodiversity, particularly in areas of deficiency and where additional pressure on open space will be created.

In this case the following reasons mean the application is judged to not be a departure from the Core Strategy. In terms of policy CP18, the application site does not form part of an existing sports pitch, nor could it form part of one in the future. It is not strictly part of the Kingsbury High School playing fields as it is fenced off and provides a small area for play for the Pupil Referral Unit. To compensate for the loss of open space and playing fields, the proposed development is judged to provide (a) a better quality play space in the form of the MUGA; (b) a high quality civic building which will be a positive asset to the streetscene; and (c) high quality landscaping. Sport England were consulted as part of this application and raise no objection, subject to conditions, on the basis

of the above (see also *Consultation* section of this report).

This assessment is also in line with parts 2 and 3 of the exception process set out in Planning Policy Guidance Note No. 17: Planning for Open space, Sport and Recreation, which states that planning permission for such development on open space should not be allowed unless:

1. the proposed development is ancillary to the use of the site as a playing field (eg new changing rooms) and does not adversely affect the quantity or quality of pitches and their use;
2. the proposed development only affects land which is incapable of forming a playing pitch (or part of one);
3. the playing fields that would be lost as a result of the proposed development would be replaced by a playing field or fields of equivalent or better quantity and quality and in a suitable location; or
4. the proposed development is for an outdoor or indoor sports facility of sufficient benefit to the development of sport to outweigh the loss of the playing field.

Further details of the MUGA will be controlled via condition and hours of operation will be imposed to ensure its use does not cause undue harm to neighbouring residential amenity. No floodlighting is proposed so its use will be naturally limited when daylight ends; a restrictive condition will be imposed to ensure no floodlighting is erected without planning approval.

Public transport accessibility

In terms of policy background, new development for office uses is now subject to policies CP16 and CP20 of the Core Strategy. Policy CP20 directs B1 developments to sites in or adjoining town or district centres, subject to the sequential approach (policy CP16). It is arguable that the office function is ancillary to the primary function of the building, which is to provide services and activities for children, young people and families in the local area. Therefore less weight is given to this policy objective.

CP23 *Protection of Existing and Provision of New Community and Cultural Facilities*, which encourages new accessible community and cultural facilities and protects existing facilities and sets a standard for the provision of new community facilities, has also been adopted. The explanatory text states that “it is prudent to secure community and cultural facilities that can have a combined or multi-functional role.” (Core Strategy, para 5.97: p73). It specifically mentions Children’s Centres as such a facility.

Policy CF2 of the UDP states that small scale community facilities should be located in or adjoining town or local centres but does allow for facilities serving local catchments to be located elsewhere in residential areas subject to residential amenity being maintained. Policy CF10 states that development will only be permitted on school grounds if it complements the educational functions of the school; the proposed development falls into this category as confirmed by Kingsbury High School (see Design and Access Statement, page 22). Policy CP23 identifies co-location as a prudent approach when developing new community facilities. As the office function is an integral part of the Intergenerational Centre, less weight is given to policies CP16 and CP20 and more given to CP23 and CF2. Your officers judge that the merits of co-locating these services on this location both in terms of the synergies derived and proximity to the client-base demonstrated in the supporting information outweigh the arguments in favour of a town centre location. This draws on information elsewhere in the *Remarks* section, below.

Site Options Appraisal and Site Selection

To ensure clarity for members of the Planning committee, the following is a summary of the key elements of the report to the Executive committee of what work was undertaken to identify this site

as the most suitable for the proposed development.

Sites were identified in the Kingsbury area as part of a workshop on Phase 3 Children's Centres with a range of Council and external partners. It was necessary for sites to be situated within the catchment area for the Sure Start Children's Centre, which had been drawn up in line with government guidance on (1) average numbers of children per centre; (2) that centres should be within walking distance of local families' homes; and (3) that the whole of the borough should be covered by a catchment area from one of twenty children's centres. 940 children under 5 years old live in the Kingsbury Children's Centre catchment area (based on July 2009 data).

Potential properties and land were identified for development and/or partnership working within the children's centre catchment area:

- Eton Grove (site of former nursery on Eton Grove Open Space)
- Grove Park Kindergarten
- Grove Park and Hay Lane Special Schools
- Roe Green Infant School
- Roe Green Junior School
- 3 options within Kingsbury High School building and grounds

The two most feasible sites (Eton Grove and Kingsbury High) were visited and assessed for feasibility by a consultant team as well as officers from Property and Asset Management and the Children & Families Department. These two options were presented to the Executive in January 2009 with Kingsbury High School as the recommended site option (this was approved). The first of the two sites identified by Kingsbury High School as available was situated on Bacon Lane and the second, the proposed site, on Stag Lane. The location of this preferred site (Stag Lane) was made in consultation with all stakeholders in the project, including those responsible for the co-location and EILT project. The choice of site and nature of proposal was discussed with the Planning Service in June 2009; the North team area manager provided feedback and in-principle support for the proposal at that time.

Co-location of services, benefits of locating on Stag Lane

Children & Families report in the Design & Access Statement that the co-location of the Sure Start Children's Centre with social care locality teams will enable a prompt and co-ordinated response to families, particularly when their levels of need change. The benefits of co-location include:

- Additional needs of children and young people will be identified and addressed at the earliest stage;
- Services will be locally accessible for families: one centre can provide support from a range of professionals;
- Early intervention services for children and young people (0-19) and families will be delivered in a more integrated and well co-ordinated way;
- Speedy access to specialist services to those who need it;
- Locating the EIL teams within a range of services providing integrated universal support for all children and young people (Early Years & Extended Services) will enable a consistent integrated approach, and add impact to the range of provision for children with additional needs.
- The teams will contribute to the local ambition to improve outcomes and to better safeguard and actively promote the wellbeing of Brent's children and young people.

The capital funding for providing accommodation for the EILT is provided on the basis of co-location with another relevant service. The following text is taken from the Executive committee report prepared by the Children & Families department:

“It is a condition of the grant funding that the service provided is co-located with another complementary service in order to join up provision for families, particularly those most in need... The Council is therefore joining up three funding streams in order to provide better and more cost effective infrastructural assets and enhanced services that can be delivered to local people cost effectively.” (23 June 2010, para 3.2)

In addition to this, both the school and adjacent PRU will use some of the centre facilities, particularly the hall. The PRU does not currently have an indoor hall space and the proposed development would be able to provide timetabled use of those facilities to support the educational and extra-curricular experience for those students, in addition to the improved outdoor play facilities.

Summary of principle

The proposal was reported to the Executive committee on 23 June 2010. The Executive committee approved in principle the development of the Kingsbury Intergenerational Children’s Centre on the site. Your planning officers have therefore given weight to that approval on the basis that the report to Executive sets out the above planning implications of the proposed development and also the aims and objectives the proposal and the history of the site selection.

On the basis of the evidence submitted and the policy background, your officers conclude that there are benefits to be derived from co-locating these services and these outweigh the policy objective to locate such services in or on the edge of town centres. This does not mean, however, that concerns about transportation and overspill parking are dismissed. Those issues are discussed separately, below.

2. Transportation

This section of the report has been prepared following the detailed consultation response from the Director of Transportation.

Overspill parking

Services and activities

The application has attracted objections from some local residents on the grounds of overspill parking causing disruption in the area. To properly assess the likely impact it is necessary to understand how many people will attend the site and what means of transport they are likely to use (the modal split).

The applicants have provided information regarding the means by which staff and visitors access existing Children’s Centres and separately, where possible, Early Intervention Locality Teams.

Four phase 2 children’s centres, all on school sites and with similar sized accommodation to the accommodation provided within the Kingsbury Intergenerational Children’s Centre, were asked to provide attendance figures for all user groups for all sessions throughout the week and their modes of transport in February 2010. Their catchment areas are comparable but these are standalone centres, without the Extended Services programme or the Early Intervention Locality Team.

This data has been collated by the applicant and is shown below. The tables show the average number of attendees in the morning and afternoon slots and the maximum numbers by visitor type and the modal split for all visitors.

	Staff	Service Providers	Parents	Children	Total
Average AM	5.7	4.1	15	16	40.9
Average PM	4.8	2.2	10.2	11.8	29.1
Peak	8	6	25	26	64

Table 2 – Average of four existing centre visitors by AM/PM and by peak

	Walk	Public Transport	Car	No. of Cars
How staff access	12%	36%	52%	4
How service providers access	2%	53%	45%	3
How parents access	69%	14%	18%	

Table 3 – Modal split of four existing centre visitors

At the proposed site there will be a total of up to 28 full time equivalent members of staff; some of these will go out of the building during the day for visits and meetings. This compares with the average number of staff at the above Children’s Centres, which is eight. In addition up to ten service providers could be in the centre at any one time to offer particular services or activities. This compares with six service providers at existing Children’s Centres.

The full- and part-time staff at the proposed site would be 20 and 4 more the existing Children’s Centres. It is this increase in staff numbers which raises the most concerns about parking in the area, as evidenced by the modal split in table 2. On the basis that the modal split would be similar, up to 13 of those staff would seek to access the site by vehicle.

Drawing on the above data and that provided by the applicant about likely maximum attendance as set out in table 1, in the *Proposal* section, above, it is possible to extrapolate an estimate of the likely average attendance for the morning and afternoon sessions and the likely numbers of cars which will be used to access the centre. This is shown in table 4, below. With any extrapolated data care should be taken to ensure that limitations of the original data set are not masked and these figures should therefore be used only as a guide and give only an indication of likely outcomes, not a firm prediction. In this case the four existing centres may have different access to public transport and the staff provide different services.

Visitor group	Average AM		Average PM		Maximum	
	Likely total	Likely to access by car	Likely total	Likely to access by car	Likely total	Likely to access by car
Staff	20	10	17	9	28	15
Service Providers	7	3	4	2	10	5

Children (0-5 years)	18	-	14	-	30	-
Children and young people (5-19 years old)	-	-	-	-	30	-
Adult visitors accessing services (e.g. parents, childminders)	38	7	26	5	64	12
Total	86	20	61	15	134	31

Table 4: attendance/car usage by average AM & PM and by maximum peak

At peak times it is likely that up to 15 staff, 5 service providers and 12 parents will attend by car, a total of 31. The average for morning and afternoon sessions is less, with a total of 20 cars in the morning and 15 in the afternoon. This is based on the modal split in table 2.

The parking allowance for the Children Centre is given in standard PS12 and is 1 space per 5 workers, with an allowance of a further 20% for visitors. For the maximum full-time staff of 28, the maximum parking allowance will be 5 spaces plus 1 space for visitors. The proposed provision of three new allocated spaces close to the building will therefore comply with standards, however an argument can be formed that the parking provision should be provided at the maximum level as the facility is not located in a town centre location.

The 3 dedicated parking bays are generally sufficient to serve the Children's Centre element of the development, as experience has shown at the other Children's Centre sites. On-street parking is limited as Stag Lane is a distributor road and some surrounding roads, particular those closest to the site in Roe Green village, are already heavily parked. Your officers therefore share the concerns of the local residents and the Roe Green Village Resident's Association about overspill parking however it is considered that this matter can be adequately dealt with by a Travel Plan (see discussion below).

The site of the Children Centre has low access to the public transport with PTAL Level 2 but Stag Lane is on route bus routes 302. There is also close access to the bus routes 183, 204 and 305 on Kingsbury Road, Roe Green and Princes Avenue.

Pedestrian and cycle access

As observed in the survey of other such centres in the Borough, parents and carers most commonly visit the centre walking or by using public transport. However where the people walk for longer periods due to the low access to the public transport, cycling to the centre provides a good alternative. This mode of transport should be encouraged.

The cycle parking requirement for the centre is for 1 space per 10 staff. At least three spaces are therefore required. For parents, carers and visitors, an additional 3 spaces should be provided, giving a total of 6 spaces to be provided.

Cycle parking has been provided close to the main entrance to the school and it is recommended that six spaces be provided in this area, with details of the type of provision to be approved by condition. Provision is typically by 'Sheffield' type stands (each of which provides two spaces) and in that case, three stands should be provided.

Travel plan

A detailed travel and management plan will be required to ensure that the services and activities are scheduled to minimise peak times when many staff would be present at one time. In addition it

will need to ensure staff and visitors are directed to non-car modes of transport and alternatives are provided (e.g. cycling).

A draft travel plan is included in the Design & Access Statement, along with a draft management plan setting out what activities are to be held when. The above survey of existing Children's Centres and Early Intervention Locality teams has informed this, but the proposed development is larger than any thus far completed and so it will be necessary to prepare a bespoke travel plan once the site is in use.

Your officers propose, therefore, that a condition be imposed which follows the timings set out in the draft travel plan in the design and access statement and requires a detailed travel plan to be submitted within three months of the commencement of the use. This should result in a more accurate travel plan which can be tailored to the reality of the patterns of use for the centre.

Section 4 of the Design & Access Statement includes information on the proposed Travel Plan for the Centre. The 5 year plan for the centre will be prepared within three months of occupation of the building, with the site survey and staff survey being done each year. The survey should be compatible with TRAVL /i -TRACE database system. There will be snapshot surveys in years 2 and 4 with a full survey done in years 1, 3 and 5. Result of these surveys will be used to enhance the access to the centre by Public Transport.

The Travel Plan will meet most of the requirements within the ATTrBuTE assessment, but does not include any targets at this time. As such, it is not yet of a sufficient standard to be signed off and will need to be further developed and approved as a condition of any approval.

Staff parking is likely to be the most problematic aspect of the proposal, but can be addressed through a Travel Plan, which can offer incentives to use alternative modes of transport. As such, a strict target of 20% car driver modal share should be set for staff, to be monitored by through the Travel Plan process. This would reduce peak staff parking to 6 spaces and 4 in the morning and 3 in the afternoon on average. There is also the potential to make existing car parking spaces within Kingsbury High School available for staff, particularly at evenings and weekends, when alternative public transport options are more restricted.

There should be full travel information available at the centre, which should include pedestrian and cycle access details from the catchment area; there should be Bike User Group (BUG) to promote cycle use for the staff, carers and visitors. There should be IT facilities to provide information on lift sharing for parents and visitors. There should also be information on infrastructure close to the centre which will describe footpaths, walkways, cycleway etc.

In view of the above considerations for the parking, access and provision for a Travel Plan for the centre and the requirements as compared to other such sites in the borough, the application can be supported on the transportation grounds. Conditions are attached to secure the Travel Plan requirements.

In the event that significant overspill parking arises and it cannot be managed effectively by the travel plan, the option does exist to use part of the car park serving the Kingsbury Resource Centre and Pupil Referral Unit. There are 15 spaces. Of these, 6 were taken up at the time of Transportation officers visited (4.00pm on 22/04/2010). The Council owns the freehold to the car park in front of the former library and the application redline includes this part of the site in the application. At present all car park spaces have been allocated but spaces could be released as part of the travel plan, provided it would not adversely affect the current usage of the car park, service delivery and the risk level associated to users/clients of the current facilities.

Failing that it may be necessary to investigate other options; these could potentially involve using

the Kingsbury High School car park.

Servicing

Access to and from the site for emergency service vehicles will be maintained at all times using the existing emergency routes used by the school.

Deliveries will be during normal working hours and will be scheduled to avoid busy times; vehicles will use the existing school entrance. Refuse, recycling and clinical waste collections will be via the existing school vehicle entrance in line with existing school collections.

3. Design

Comments have been provided by the planning service's design officer. In summary your officers believe the proposed development offers a high quality building that will sit comfortably alongside the locally listed Library. The plan form and sensitive proportions allow the building to have an unashamedly contemporary but contextually comfortable role in the local suburban context.

Overall, the building now benefits from a well proportioned plan form that is logically placed within the site and has a comfortable relationship with the public and private spaces adjacent with new high quality public space formed at the front of the building. This helps to make the building welcoming and gives visual interest as one passes along Stag Lane without an overwhelming built form.

The principle of the materials which have been submitted is acceptable, although some of the specifics such as the brick type and cladding colours require further consideration. It is hoped that these can be reported to the committee by means of a supplementary report. In addition the Location of the buggy store is still not completely rationalised; it is in a very significant position within the landscape frontage dominating the entrance to the site. The need for its accessibility is appreciated but a less central location may be more complimentary to the overall design and welcoming nature of the building. Your officers are working with the applicants to resolve this and hope to present this in the supplementary report, although it may be necessary to obtain further details by condition.

In conclusion, the design of the scheme is considered to be in the best traditions of good civic architecture, employing a contemporary design which provides an interesting and welcoming building.

Landscaping

As discussed above, this development constitutes a loss of open space and also trees and as such justifies a high quality landscape response in order to compensate for this loss.

The landscape officer has identified some lack of detail in the submitted information and this will be sought before the committee date and reported in a supplementary report for members; failing that, details will be controlled via condition.

In summary, the cycle rack and buggy store are rather prominent on the frontage and a more suitable location should be sought; alternatively they should be screened with ornamental shrub planting. More planting, including shrubs and a tree, is required along the frontage to soften the boundary.

Response to objector's comments

Traffic problems and overspill

This matter has been discussed above.

Public involvement

All three objections refer to the lack of consultation as a reason for not approving this application.

A public consultation event was held by the Children & Families prior to the application submitted in March. It is not a statutory requirement to carry out public consultation prior to an application being made and the planning service was not consulted about it. Approximately 700 local residents, including the Roe Green Village resident's association were invited to attend. According to the application, approximately 12 people attended that event.

Statutory consultation was carried out for this application and the earlier application with local residents and ward councillors informed by letter and the standard 21 days has been observed. A site notice was also posted for each application; another six days is left to run on the consultation period for the site notice and any more representations will be reported to members by means of a supplementary report.

Your officers believe the consultation has been carried out in accordance with the statutory requirements and with Council best-practice.

Concentration of community uses

In terms of a concentration of community uses, it is true that in the vicinity there are a number of community facilities. This includes the Kingsbury High School, on which the site is located, and the Stag Lane clinic and Hay Lane and Grove Park Schools on the opposite side of Stag Lane. Your officers are of the view that this is an appropriate location where community uses are a dominant land use, with residential uses located to the north-west and south-east.

Funding could be used elsewhere

Regrettably, central government funding for Children's Centres and the funding gained for the co-location of facilities cannot be diverted to other social infrastructure projects. The funds could not, therefore, be used for the Stag Lane clinic.

Poor design

This matter has been discussed above.

Conclusion

The proposed development provides clear planning merits in the form of co-located services for children, young people and their families. It replaces an area of informal play with a formal MUGA which will provide sports facilities for the PRU and for the wider community. The loss of the open space is off-set by a combination of that improvement in sports facilities and by the quality of the proposed building, although further work is required in terms of landscaping.

It is clear that the scheme is not in full accordance with the objectives of the development plan in terms of proximity to public transport and it will be necessary to control access to the site to prevent overspill parking from causing harm to neighbouring residential side-streets. Measures can be taken to minimise overspill parking to acceptable levels by implementing a travel plan and by reviewing the allocation of parking spaces by the site.

When considered on balance, the merits of the scheme are judged to outweigh the potential harm from overspill parking.

RECOMMENDATION: Grant Consent

REASON FOR GRANTING

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

Brent Unitary Development Plan 2004
Brent Core Strategy 2010
Central Government Guidance
Council's Supplementary Planning Guidance

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
Open Space and Recreation: to protect and enhance the provision of sports, leisure and nature conservation
Transport: in terms of sustainability, safety and servicing needs
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):

223302-A-001 Rev 01; 223302-A-011 Rev 07; 223302-A-110 Rev 02; 223302-A-120 Rev 02; 223302-A-130 Rev 02; 223302-A-210 Rev 02; 223302-A-211 Rev 02; 223302-A-310 Rev 03; 223302-A-311 Rev 03; 223302-A-312 Rev 01; 223302-A-510 Rev 01; PJC/928/10

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

- (3) Activities within the building shall only be permitted between 0800-2100 hours Mondays to Saturdays and 1000-1700 hours Sundays and Bank Holidays, with the premises cleared within 30 minutes after these times.

Use of the MUGA shall only be permitted between 0800-2000 hours Mondays to Fridays and 0900-1800 hours Saturdays and 1000-1700 Sundays and Bank Holidays.

Reason: To ensure that the proposed use does not prejudice the enjoyment by neighbouring occupiers of their properties.

- (4) The offices hereby approved shall be used only in conjunction with and ancillary to the main approved use as an Intergeneration Centre (use class D1) and for no other purpose.

Reason: To ensure that no separate use commences without the prior approval of the Local Planning Authority and to ensure that any subsequent use complies with the Council's adopted policies for the area.

- (5) The premises shall be used only for the purpose of an Intergenerational Centre and for no other purpose (including any other purpose in Use Class D1 specified in the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended) or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) without the prior written permission of the Local Planning Authority.

Reason: To ensure that no other use commences without the prior permission of the Local Planning Authority and to enable other uses to be considered on their merits.

- (6) No music, public address system or any other amplified sound shall be installed on the site which is audible at any boundary outside the curtilage of the premises.

Reason: To safeguard the amenities of the adjoining occupiers.

- (7) No floodlighting will be provided to the MUGA without prior approval of the Local Planning Authority.

Reason: In the interests of nearby residential amenity and to ensure local residents can be consulted on any proposals.

- (8) Details of materials for all external work such as walls, windows, doors, roof, including samples shall be submitted to and approved in writing by the Local Planning Authority before any work is commenced. The work shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory development which does not prejudice the amenity of the locality.

- (9) All areas shown on the plan(s) and such other areas as may be shown on the approved plan(s) shall be suitably landscaped in accordance with a scheme which has been submitted to and approved in writing by the Local Planning Authority prior to commencement of any construction work on the site. Such landscape works shall be completed prior to occupation of building(s) hereby approved and the approved landscape management plan shall be fully implemented.

Such details shall include:-

- (i) Existing contours and levels and any alteration of the ground levels, such as grading, cut and fill, earth mounding and ground modelling.
- (ii) Hard surfaces including details of materials and finishes. These should have a permeable construction.
- (iii) The location of, details of materials and finishes of, all proposed play equipment and other features in the rear garden.
- (iv) Proposed and existing boundary treatments including walls and fencing, indicating materials and heights.

- (v) All planting including location, species, size, density and number.
- (vi) Details of the proposed green roof
- (vii) A tree Root Protection Area Plan showing trees to be removed/retained
- (viii) The location of, details of materials and finishes of the proposed buggy store and cycle store
- (ix) A detailed (min 5 year) landscape management plan showing requirements for the ongoing maintenance of hard and soft landscape.
- (x) Details of any external lighting including building mounted lighting
- (xi) Details of means of enclosure to the site boundaries and internally

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 standard of appearance and setting for the development and to ensure that the proposed development enhances the visual amenity of the locality in the interests of the amenities of the occupants of the development and to provide tree planting in pursuance of section 197 of the Town and Country Planning Act 1990.

- (10) Details of arrangements for the storage and disposal of refuse and recyclable materials, and vehicle access thereto, within the site shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of works on site. The approved arrangements shall be implemented in full prior to first occupation of the development and permanently retained as approved unless the prior written consent of the Local Planning Authority is obtained.

Reason: To ensure a satisfactory appearance and adequate standards of hygiene and refuse collection.

- (11) Details of the provision of a minimum of six secure cycle parking spaces shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of work on site. Thereafter the development shall not be occupied until the cycle parking spaces have been laid out in accordance with the details as approved and these facilities shall be retained.

Reason: To ensure satisfactory facilities for cyclists.

- (12) Prior to occupation or use of any part of the development, submit a five year Travel Plan to be approved in writing by the Local Planning Authority and the development thereafter shall only be used or occupied in compliance with the plans so approved unless amended with the agreement of the Local Planning Authority in writing. This travel plan shall be informed by a review of transport modal splits to ensure unacceptable overspill parking is minimised.

Reason: To ensure that a satisfactory management of the parking and to ensure that the proposed development does not prejudice the enjoyment of the neighbouring occupiers in the area

- (13) The Travel Plan shall set out objectives to encourage staff and persons visiting the site to use alternative forms of transport to the private motor car and to address the

detailed traffic and parking implications the usage of the development creates. The travel plan shall include details of the matters listed below which directly link to the usage/occupation of the development. The plan shall also set out and include details of specific targets for the various objectives, the arrangements for monitoring and implementation of the objectives the responsibility of which rest with the developer/occupiers. The plan shall also include details of a system for reporting the monitoring information to the Local Planning Authority for reviewing/comment and approval:

- (i) Within 3 months of occupation, the Travel Plan shall be audited, with a site and staff ITrace- compliant survey and these details shall be submitted to the Local Planning Authority and approved in writing and associated measures required by the Local Planning Authority shall be implemented unless otherwise agreed in writing by the Local Planning Authority;
- (ii) Following the 3 month audit, make suitable arrangements for the reallocation of car parking spaces in the Resource Centre car park to reflect the transport modal split if necessary;
- (iii) A review of the Travel Plan measures over the first 12 months of operation shall be submitted to the Local Planning Authority within 15 months of the commencement of the use and the review shall be approved in writing within 18 months and associated measures required by the Local Planning Authority shall be implemented unless otherwise agreed in writing by the Local Planning Authority;
- (iv) A review of the Travel Plan measures over the first 3 years of operation shall be submitted to the Local Planning Authority within 36 months of the commencement of the use and the review shall be approved in writing within 39 months and associated measures required by the Local Planning Authority shall be implemented unless otherwise agreed in writing by the Local Planning Authority;
- (v) A review of the Travel Plan measures over the first 5 years of operation shall be submitted to the Local Planning Authority within 60 months of the commencement of the use and the review shall be approved in writing within 63 months and associated measures required by the Local Planning Authority shall be implemented unless otherwise agreed in writing by the Local Planning Authority;
- (vi) Measures to encourage the use of public transport facilities, car sharing and cycling including a Bike User Group

Reason: To ensure that the usage/occupation of the development is in accordance with the travel plan controlled by other conditions of this consent, to promote sustainable transport measures and to protect the residential amenity and highway safety of the local area.

- (14) The development or any part of it shall not be used or occupied until an Intergenerational Centre Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Intergeneration Centre Management Plan shall include the following details:

- (i) a full schedule of the daily/weekly activities of the centre;
- (ii) anticipated number of staff/service providers and visitors for the above activities
- (iii) hours of use of the centre;
- (iv) hours of use of the MUGA and a plan for community access;

The development thereafter shall only be used or occupied in compliance with the plans so approved unless amended with the agreement of the Local Planning

Authority in writing.

Reason: To ensure that a satisfactory management of the premises and in order to safeguard local residential amenities

- (15) (a) Prior to commencement of works, a Sustainability Strategy and Energy Strategy with a completed Sustainability Checklist (Form TP6) shall be submitted to and approved in writing by the Local Planning Authority. Such details shall include:
- (i) energy demand reduction and off-site renewable electricity supply;
 - (ii) water demand reduction;
 - (iii) use of sustainable materials in landscaping;
 - (iv) provision of waste-recycling facilities.

The agreed Strategies shall be implemented in full and maintained for the life of the Intergenerational Centre.

- (b) Within 3 months of occupation, a post-construction review shall be submitted, showing that a BREEAM "Very Good" rating has been achieved and BREEAM "Excellent" for energy credits

Reason: In the interests of environmentally sustainable development.

- (16) Prior to bringing into use of the proposed development a management and maintenance scheme for a period of 24 years to include measures to ensure the replacement of all artificial surfaces within the next 10 years and management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority after consultation with Sport England. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the site by the applicant.

Reason: to ensure that new facilities are capable of being managed and maintained to an acceptable standard which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport.

- (17) Prior to commencement of the use details of the design and layout of the MUGA, which shall comply with Sport England Design Guidance Notes and include consideration of 'Access for Disabled People 2002', shall be submitted to and approved in writing by the Local Planning Authority in consultation with Sport England. The proposed facilities shall be constructed in accordance with the approved design and layout details and shall be suitable for disabled persons.

Reason: to ensure the development is fit for purpose, subject to high quality design standards and sustainable.

INFORMATIVES:

None Specified

REFERENCE DOCUMENTS:

Report to Executive dated 23 June 2010. This report can be accessed here:

<http://democracy.brent.gov.uk/mgConvert2PDF.aspx?ID=2419>

Any person wishing to inspect the above papers should contact Angus Saunders, The Planning Service, Brent House, 349 High Road, Wembley, Middlesex, HA9 6BZ, Tel. No. 020 8937 5017



Planning Committee Map

Site address: Kingsbury High School Annexe, Bacon Lane, London, NW9 9AT

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