

COMMITTEE REPORT

Planning Committee on
Item No
Case Number

2 July, 2015
11
14/1544

SITE INFORMATION

RECEIVED: 4 June, 2014

WARD: Dudden Hill

PLANNING AREA: Willesden Consultative Forum

LOCATION: 58 Neasden Lane, London, NW10 2UJ

PROPOSAL: Partial demolition and change of use of the retained building from light industrial (Use Class B1) to 69 room hotel (Use class C1), including ancillary restaurant, 11 car-parking spaces, 1 coach parking bay, 1 taxi bay, 1 servicing bay, 14 cycle parking spaces and associated landscaping, alterations to windows, metal railing and fire escape stairs.

APPLICANT: Skyelady Neasden Limited

CONTACT: AndArchitects

PLAN NO'S: 370(0)001
370(0)002
370(0)003
370(0)004
370(0)005
370(0)006
370(0)010
370(0)011
370(0)012
370(0)101 Rev B
370(0)102
370(0)103
370(0)104 Rev B
370(0)105 Rev A
370(0)106
370(0)110
370(0)111
370(0)112
370(0)120
2014-1287-AT-108 Rev A
2014-1287-AT-109 Rev A
2014-1287-AT-110 Rev A

SITE MAP



Planning Committee Map

Site address: 58 Neasden Lane, London, NW10 2UJ

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This map is indicative only.

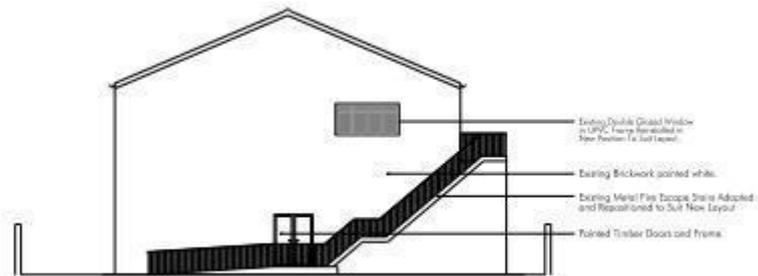
SELECTED SITE PLANS

SELECTED SITE PLANS

Proposed front and rear elevations

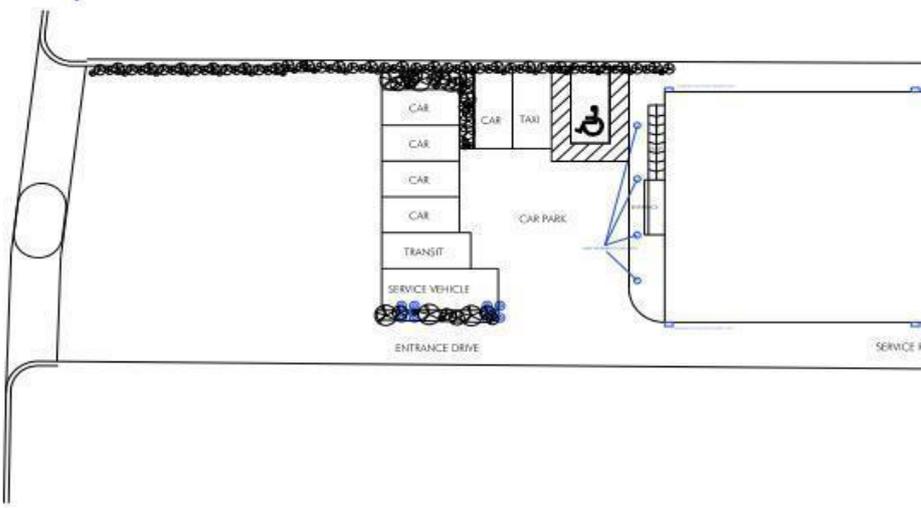


Front Elevation

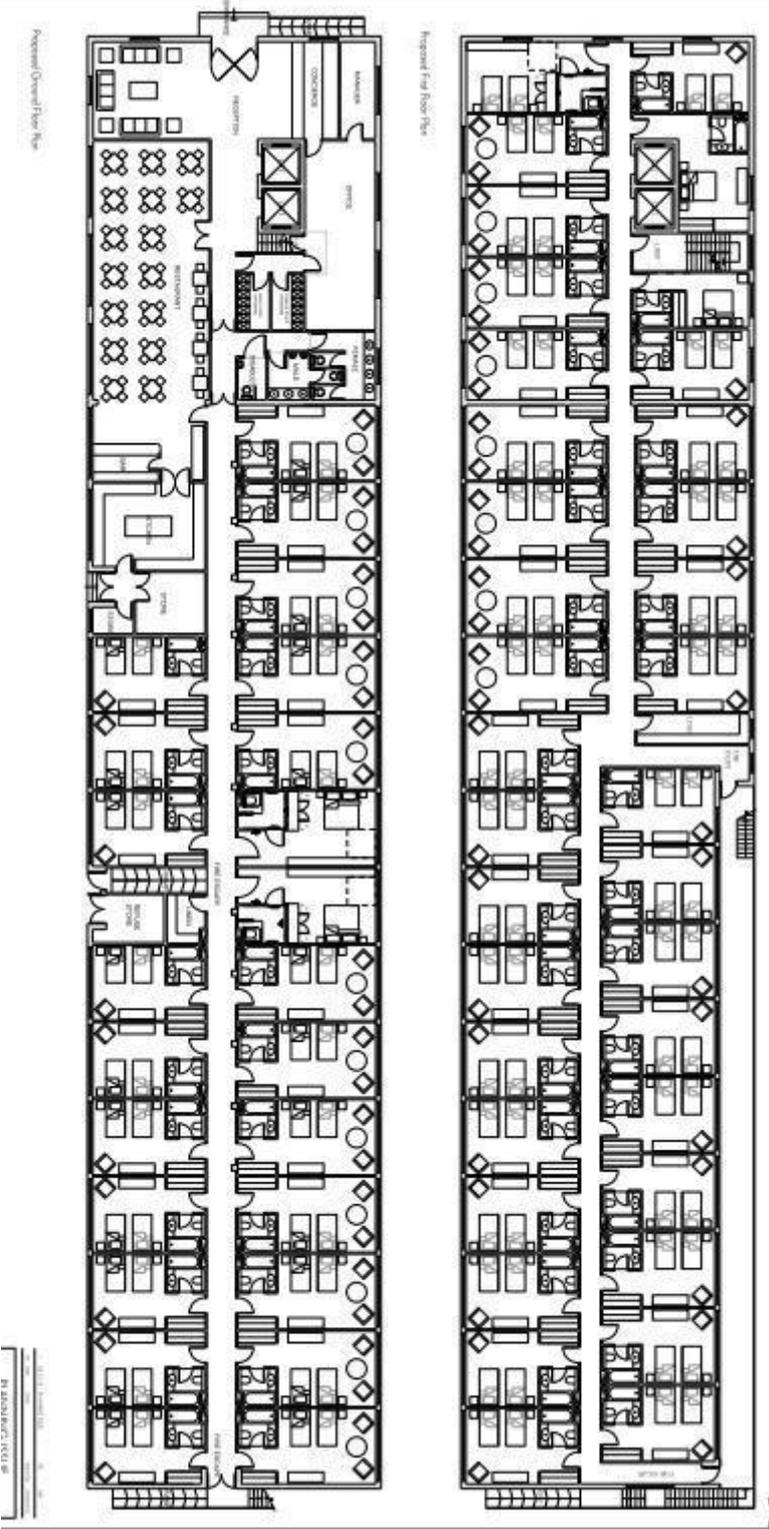


Rear Elevation

Proposed Forecourt



Floorplans



RECOMMENDATIONS

Refusal, subject to the conditions set out in the Draft Decision Notice.

A) PROPOSAL

As above

B) EXISTING

The subject site, located on the eastern side of Neasden Lane, has an area of 0.2ha and is currently occupied by a 1/2/3-storey light industrial building.

The site is located within a designated Locally Significant Employment Site which also includes the adjacent buildings on either side of the subject site. The site is located approximately 140m from Neasden station.

C) AMENDMENTS SINCE SUBMISSION

Follow submission the proposed forecourt and vehicular access arrangements have been amended to address transport issues relating to the servicing of the site by coaches.

D) SUMMARY OF KEY ISSUES

The proposed development would involve the partial demolition and conversion of the existing industrial building to provide a hotel on the site. The site is designated in the Local Plan as part of a Locally Significant Employment Site and therefore there is a general presumption in favour of retaining industrial employment uses on the site. The key issues are considered to be:-

- 1) Whether there are any material considerations that would justify the loss of the existing employment use given that the building is within a Locally Significant Industrial Site.
- 2) Notwithstanding point 1, whether a hotel would be an acceptable alternative use.

E) MONITORING

The table(s) below indicate the existing and proposed uses at the site and their respective floorspace and a breakdown of any dwellings proposed at the site.

Floorspace Breakdown

Primary Use	Existing	Retained	Lost	New	Net Gain (sqm)
Assembly and leisure	0		0	0	
Businesses / research and development	0		0	0	
Businesses and light industry	3015		3015	0	-3015
Businesses and offices	0		0	0	
Drinking establishments (2004)	0		0	0	
Financial and professional services	0		0	0	
General industrial	0		0	0	
Hot food take away (2004)	0		0	0	
Hotels	0		0	2611	2611
Non-residential institutions	0		0	0	
Residential institutions	0		0	0	
Restaurants and cafes	0		0	0	
Shops	0		0	0	
Storage and distribution	0		0	0	

Monitoring Residential Breakdown

Description	1Bed	2Bed	3Bed	4Bed	5Bed	6Bed	7Bed	8Bed	Unk	Total
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RELEVANT SITE HISTORY

Reference No	Proposal	Decision	Reason
05/0008	Demolition of existing commercial building, erection of five-storey building, consisting of B1 and B8 uses, with ancillary coffee bar (A3) and retail unit (A1), provision for 32 standard and 3 disabled parking bays (as accompanied by project report with reference REL/01.DOC and photographs with reference DOCFOT/01.DOC)	Withdrawn	
92/0231	Certificate of Lawful Development for "CHANGE OF USE FROM GENERAL INDUSTRY (B2) TO LIGHT INDUSTRY (B1). (B1)."	Certificate Grant	Planning permission not required for the proposed change of use

CONSULTATIONS

Letters, dated 9th June 2014, were sent to Ward Councillors and 39 neighbouring owner/occupiers. In response 1 letter of support and 1 letter of objection were received. The objector is concerned that the proposals would add to traffic congestion on Neasden Lane. This objection is considered at paragraph 9 within the 'Detailed Considerations' section of the report.

Consultees

Transportation Unit - Following revisions to the proposed access and parking arrangements for the site the Council's Transportation Unit do not object to the current proposal.

Planning Policy - Planning Policy Officers object to the principle of the proposed development as it would result in the loss of a Locally Significant Employment Site and proposes a hotel use in an inappropriate location. These concerns are covered in more detail in the 'Detailed Considerations' section of the report.

Thames Water - No objection to the proposal.

POLICY CONSIDERATIONS

National Planning Policy Framework (NPPF) 2012

National Planning Policy Guidance

London Plan 2013

4.4 Managing Industrial Land and Premises

London Borough of Brent Core Strategy 2010

CP16 Town Centres and the Sequential Approach to Development

CP20 Strategic Industrial Locations and Locally Significant Industrial Sites

London Borough of Brent Unitary Development Plan 2004 ('saved' Policies)

TEA6 Large Scale Hotel Development

DETAILED CONSIDERATIONS

Land Use Principles

1. The site is located within a Locally Significant Industrial Site (LSIS), which has been designated due to its significance to Brent's economy in terms of ensuring an appropriate supply of land for industrial employment uses. The site also incorporates the vehicle repair facility at 60 Neasden Lane to the north and the cluster of industrial units known as Falcon Park Industrial Park to the south of the subject site
2. Policy CP20 of the Council's Core Strategy, seeks to protect LSIS's for industrial employment uses characterised by use classes B1, B2 and B8, or closely related Sui Generis uses. The proposed change of use of the site to a hotel (Use Class C1) would not generally accord with policy CP20 and would result in the loss of employment land required to meet anticipated need. The introduction of a hotel use in this location would also threaten the character and function of the wider LSIS.
3. As set out in the National Planning Policy Framework the planning system is to contribute to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places to support economic growth. Paragraph 21 of the NPPF outlines the requirement for local planning authorities in their Local Plan to; *'meet the anticipated needs of businesses over the planning period'*. In order to ensure that the borough is planning properly to meet the anticipated needs of businesses, whilst also ensuring that where appropriate employment land is released for other important uses such as affordable housing, the Council commissioned an Employment Land Demand Study (ELDS) in 2013 to undertake a quantitative and qualitative review of existing employment land within the borough in terms of ensuring an appropriate supply sites to meet the current and future demand of local businesses.
4. The ELDS sought to not only assess the overall supply of land for industrial employment purposes but also to consider the qualities of particular sites in terms of their appropriateness for continued employment use. The ELDS scores the Neasden Lane site highly and recommends it is retained in employment use in order to help meet forecast demand for employment land. This managed approach to retaining employment land to meet business need, whilst releasing those sites which score poorly against criteria in the GLA Transport and Industry SPG, is an approach to industrial land management which is very much in keeping with the NPPF and London Plan policy 4.4 (Managing Industrial Land and Premises).
5. The applicant highlights the poor condition of the existing building and points to the fact that the building has been largely vacant for some time in support of the proposals. A marketing report has been provided which seeks to demonstrate that the building remains vacant despite reasonable marketing efforts to lease the premises. Whilst the content of the marketing report is duly noted, officers would advise that unlike undesignated local employment sites, the planning policy position in respect of LSIS's does not allow for the release of such sites for alternative uses on the basis of such marketing information. The policy designation as a LSIS is concerned with the overall supply of industrial employment land and even if the applicant were able to demonstrate that there is little demand for the existing building on site this does not preclude the possibility of the site being brought forward for redevelopment to provide alternate employment premises for which there may be a greater demand.
6. Similarly, it is acknowledged that a hotel use would provide employment, in terms of the staff required to run and maintain the hotel. However, again, the policy position in respect of the LSIS is intended to protect an appropriate amount of land for industrial uses and employment in order to ensure that the borough provides a balanced and diverse range of job opportunities for local people. Whilst it could be argued that the proposed use might provide a greater number of jobs than would be provided by some forms of industrial use, such as warehousing, the release of the site would reducing opportunities for employment within the industrial sector, whilst providing jobs which could be provided for in more appropriate locations
7. Notwithstanding the position in respect to the loss of the existing employment use, even if the loss were accepted there are concerns regarding the proposed hotel as an alternative use for the site. The NPPF identified hotels as a main town centre use, and therefore a sequential test should be applied to ensure that there are not more appropriate sites available in town centre, or edge of centre, locations that could be utilised to provide hotel accommodation. In the first instance main town centre uses, such as hotels, should be directed to town centres, then in edge of centre locations. Saved UDP policy TEA6 which states large-scale hotel developments should be located within town centre, edge-of-centre of the Wembley Strategic Cultural Area. Furthermore, London Plan policy 4.5 (London's visitor infrastructure) states outside of the Central Activities Zone hotel development should be directed to town centres. The site is located over 300m from Neasden town centre boundary, the closest centre, and would therefore be considered an out-of-centre location. The applicant has failed to demonstrate that sequentially there are no preferable sites available that could accommodate the proposed use and therefore it is not

considered that the provision of a hotel in this out of centre location should be supported. In the absence of evidence to suggest otherwise, allowing a hotel use in this location would undermine efforts to ensure the vitality of town centres.

Transportation

8. The subject site has good access to public transport (PTAL4) being approximately 140m from Neasden station with 6 bus services running locally. The site is located within a controlled parking zone operating on weekdays between 8.30am and 6.30pm.
9. The original submission would have included some 26 parking spaces which would have exceeded the Council's maximum parking standards for the proposed use. The proposals have now been amended to reduce the level of on-site parking to 11 spaces which would comply with the parking standard and would help reduce the impact of the proposal on traffic levels within the locality of the site. Given the reduced levels of parking and access to public transport it is not considered that the proposal would give rise unacceptable traffic problems within the vicinity of the site.
10. The original proposal did not present a feasible solution in terms of allowing coaches to enter and exit the site which is required as it would be unacceptable to service coaches from this busy section of Neasden Lane. In order to address this issue the proposal has been revised, including the proposed relocation of an existing pedestrian crossing, to ensure that coaches can safely service the site. The Council's Transportation Unit have confirmed that they are now happy with the proposed access arrangements, although the relocation of the pedestrian crossing would require the applicant to enter into a s278 agreement with the Council.
11. The proposals would; provide disabled parking, servicing, taxi parking and cycle storage to plan standards.

Design

12. The proposed development would generally involve the partial demolition of the three-storey front section of the existing building, to provide an enlarged forecourt area, and the conversion of the existing building. The conversion works would involve alterations to the existing building, which is of limited architectural merit. These would include changing the facades of the existing building, remodeling the front three-storey section including the provision of a pitched roof and extending the central section upwards to provide two-storeys. The alterations would not significantly change the scale or siting of the building and overall the changes would be appropriate within the context of hotel development.

Impact of Neighbouring Properties

13. The site is adjoined on either side by industrial buildings and therefore there is unlikely to be any significant impact on these sites. To the rear the site adjoins Northview Primary School. The proposed rear elevation, facing the school, would include a single window serving a fire escape corridor and therefore if overlooking were a concern this window could be treated with obscured glazing. Overall, it is not considered that there would be any significant impact on the adjoining school.

Summary

14. Officers have fundamental concerns regarding the principle of the proposed change of use of the site and the impact that this would have on the boroughs ability to ensure an appropriate supply of employment land for businesses. If the proposal were to be allowed this could undermine the policy protection on other employment premises within this Locally Significant Industrial site and may harm the viability and function of this important employment area. As such, refusal is recommended.

DRAFT DECISION NOTICE



Brent

DRAFT NOTICE

TOWN AND COUNTRY PLANNING ACT 1990 (as amended)

DECISION NOTICE – REFUSAL

Application No: 14/1544

To: Mr Manuel Nogueira
AndArchitects
16 Mandeville Courtyard
142 Battersea Park Road
London
SW11 4NB

I refer to your application dated 24/04/2014 proposing the following:
Partial demolition and change of use of the retained building from light industrial (Use Class B1) to 69 room hotel (Use class C1), including ancillary restaurant, 11 car-parking spaces, 1 coach parking bay, 1 taxi bay, 1 servicing bay, 14 cycle parking spaces and associated landscaping, alterations to windows, metal railing and fire escape stairs.

and accompanied by plans or documents listed here:

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370(0)112
370(0)120
2014-1287-AT-108 Rev A
2014-1287-AT-109 Rev A
2014-1287-AT-110 Rev A

at 58 Neasden Lane, London, NW10 2UJ

The Council of the London Borough of Brent, the Local Planning Authority, hereby REFUSE permission for the reasons set out on the attached Schedule B.

Date:

Signature:

Note

Your attention is drawn to Schedule A of this notice which sets out the rights of applicants who are aggrieved by the decisions of the Local Planning Authority.

DnStdR

PROACTIVE WORKING STATEMENT

REASONS

- 1 The proposed development would result in the inappropriate loss of employment land, for which there is an identified demand, within a Locally Significant Industrial Site to the detriment of the function and viability of the designated Locally Significant Industrial Site and to the objective of ensuring an appropriate supply of employment land for businesses within the borough contrary to policy CP20 of the London Borough of Brent Core Strategy 2010, policy 4.4 of the London Plan 2015 and the objectives of the National Planning Policy Framework 2012.

- 2 In the absence of evidence to demonstrate otherwise, the proposed development would result in the inappropriate siting of a hotel, a main town centre use, in an out-of-centre location to the detriment of the vitality and viability of preferred locations including nearby town centres and the Wembley Strategic Cultural Area contrary to saved policy TEA6 of the London borough of Brent Unitary Development Plan 2004, policy 4.5 of the London Plan 2015 and the objectives of the National Planning Policy Framework 2012.

MEMBERS CALL IN PROCEDURE

In accordance with Part 5 of the Constitution and Section 10 of the Planning Code of Practice, the following information has been disclosed in relation to requests made by Councillors for applications to be considered by the Planning Committee rather than under Delegated Powers

Name of Councillor

Cllr Bhagwanji Chohan

Date and Reason for Request

20/04/2015 - Due to the nature of this application, I believe that this application should be considered by the Planning Committee.

Details of any representations received

Mr. Hamza Ali

Name of Councillor

Cllr Joshua Murray

Date and Reason for Request

28/04/2015 - Due to the nature of this application, I believe that this application should be considered by the Planning Committee.

Details of any representations received

Mr. Hamza Ali

Name of Councillor

Cllr Wilhelmina Mitchell Murray

Date and Reason for Request

28/04/2015 - Due to the nature of this application, I believe that this application should be considered by the Planning Committee.

Details of any representations received

Mr. Hamza Ali

Any person wishing to inspect the above papers should contact Ben Martin, Planning and Regeneration, Brent Civic Centre, Engineers Way, Wembley, HA9 0FJ, Tel. No. 020 8937 5231