



**Cabinet**  
13 September 2016

**Report from the Strategic  
Director of Resources**

Ward: Preston

**Future Use of Preston Park Annexe**

**1.0 Summary**

- 1.1 Preston Park Annexe (formerly Preston Library) comes within class D1 of the Use Classes Order. This would permit uses such as a day nursery, school library, or community use. In 2012, the building was reconfigured for use as a school/nursery and has had the following occupants:
- Preston Park Primary – from January 2014 – February 2015
  - Wembley High Technology College – from March 2015 – April 2016
- 1.2 In July 2015 Cabinet approved the continued use of the premises to meet the need for primary school places until July 2017.
- 1.3 In anticipation of the termination of the education use, officers have considered options for the long term future of the site and this report sets out those options for Members to consider.

**2.0 Recommendations**

- 2.1 That Cabinet agree Option 2: to purchase the adjacent land to deliver 19 new homes and D1 community use space.
- 2.2 That Cabinet allow a 3 month period for the Council to negotiate with the adjacent landowner(s), and if unsuccessful, to then proceed with Option 1 to develop on Council land to deliver 5 new homes and D1 community use space.
- 2.3 That Cabinet delegates authority to the Strategic Director for Resources in consultation with the Chief Legal Officer and Chief Finance Officer in respect of awarding any professional services contracts for developing Preston Park Annexe scheme proposals.

- 2.4 It should be noted that a further report will be presented setting out when available: detailed plans, outcomes of consultation and investment requirements.

### **3.0 Detail**

#### **Preston Park Annexe**

- 3.1 Preston Park Annexe, Wembley HA9 8PL (formerly Preston Library) is a purpose built 1960s single storey building on a site area of 968m<sup>2</sup>/0.2391acres. The premises are located in a residential area and Preston Road Underground Station is within a short walking distance. Please refer to Appendix 1 for the site plan.

#### Existing Use

- 3.2 As per the Cabinet decision in July 2015, the approved priority use of Preston Park Annexe is for school places (i.e. education) up to the end of the academic year 2016/17.
- 3.3 During periods when the building has not been needed for school places, the Council has agreed a short-term licence agreement with 'Preston Community Library' to use the building as a 'pop up' community library; an arrangement which came about through the library agreeing terms directly with Preston Park Primary, without involving the Council, although this has since been regularised.
- 3.4 The 'Preston Community Library' is a registered charity (no. 1148971) dedicated to re-instating the library service provision as a volunteer-run facility. The 'Preston Community Library' have a 'week to week' license with the Council to use the whole building as a 'pop up' library and associated communal activities. The Council remains liable for maintaining the building and security systems.

#### Options

- 3.5 In line with the Borough Plan and various Brent strategies, the following options were considered:

#### **Community Use**

- 3.6 In accordance with planning policy, there is a requirement to replace existing D1 provision.

#### **Housing Delivery**

- 3.7 The Council has a statutory duty to plan for housing provision to meet housing and homeless demand, and ensure supply of good quality homes. In order to assess the redevelopment potential of the site, the Council commissioned Pellings to undertake a Feasibility Study. Two redevelopment options are presented at Appendix 2.

## **School Places**

- 3.8 The Council has a statutory duty to provide full time education for pupils living in Brent who are permanently excluded either from a school in Brent or from a school in another Borough. In November 2015, Cabinet approved the School Place Planning Strategy that set out the basic need for an increase in school places in Brent. This is due to population increase and the resulting increase in demand for specialist provision as well as the increased complexity of needs.

## **Library**

- 3.9 The Council's library strategy lead to the closure of a Council library provision at these premises. Preston Community Library have expressed a desire for a permanent community library and requested consideration for a potential community asset transfer.

### **Summary of Options**

Option 1 – Develop on Council Land to deliver 5 new homes and D1 community use space

Option 2 – Purchase adjacent land to deliver 19 new homes and D1 community use space

Option 3 – To use existing building for school places for primary aged school pupils

Option 4 – Market existing site

The table below outlines the implications of each option:

Preston Park Annexe Options Appraisal						
Option	Meets Community Benefits	Meets Housing Needs	Capital Investment Required (Indicative subject to further testing)	Revenue Implications (savings, income or additional costs)	Return on Investment (Net Present Value) (Indicative subject to further testing)	Ability to Achieve (Risk Rating)
<b>1: RECOMMENDED FALL BACK: Develop on Council land to deliver new homes and D1 community use space (no PRU provision)</b>	Yes, up to 502 sqm of D1 community use space is provided on the ground floor. Through an open market tender there is potential for continued library provision with strong community backing (all volunteer support) subject to successful submission.	Yes - 5 New Flats	£2.6m	<p>Generates annual rental income of £158k.</p> <p>The annual charge to revenue (MRP + borrowing) is £103k</p> <p>Annual Net benefit to revenue is £55k.</p>	NPV = £1.4m	<b>Medium Risk:</b> Council currently owns the site but will require planning and Section 77 consent. Will also need to go out to open market to ensure fairness to other community groups who may require D1 space.
<b>2: RECOMMENDED: Purchase Adjacent Land to deliver new homes and D1 community use space (no PRU provision)</b>	Yes, up to 502 sqm of D1 community use space is provided on the ground floor. Through an open market tender there is potential for continued library provision with strong community backing (all volunteer support) subject to successful submission.	Yes - 19 New Flats	£7.4m	<p>Generates annual rental income of £420k</p> <p>The annual charge to revenue (MRP + borrowing) is £297k</p> <p>Annual Net benefit to revenue is £123k.</p>	NPV = £3.1m	<b>Medium Risk:</b> Council will require planning, Section 77 consent and negotiate land acquisition with no guarantee that landowner will sell. Also need to go out to market to ensure fairness to other local groups who may require D1 space.

<b>3. Market existing site</b>	Yes – Any local group would be able to use the premises to benefit the community subject to a successful bid through an open market process.	No	N/A	Limited – as operations rely on voluntary contributions but inevitable maintenance issues.	N/A	<b>High Risk:</b> There would some form of continued community service provision. However the Council will not be able to redevelop the site for housing delivery or manage the demand for school places.
<b>4. To use existing building for school places for primary aged pupils.</b>	Yes – The Council would be able to deliver its statutory responsibilities to make full time education for up to 12 primary age pupils who have been permanently excluded.	No	Requires up to £20k to meet PRU requirements.		N/A	<b>Low Risk:</b> The building requires minimal adaptation for school places and Preston Community Library would need to vacate the premises.

## **4.0 Financial Implications**

### Preston Park Annexe

- 4.1 Option 2 provides the superior financial return (£3.1m), but it does require a significant capital investment (£7.4m). The other financial risk is that the Council does not own the land and would need to negotiate a price with the current landowner. The current owner is not keen to sell and the financial assumptions made may not be achieved.
- 4.2 All NPVs are based on a D1 income target of £51k.
- 4.3 Option 3, in theory, is the easiest to deliver but does not benefit the Council commercially, even if it may provide a net social benefit.
- 4.4 Both Option 1 and Option 2 enable the currently approved use for education to continue until July 2017 and a further potential for an ongoing short term licence agreement for use as a 'Pop Up' community library until construction took place, at which time 'Preston Community Library' would need to make alternative arrangements. If the existing arrangement continues the Council will not be generating a market rent from the property during this time.

## **5.0 Legal Implications**

- 5.1 The Education Act 2011 requires that the Secretary of State must give consent prior to the disposal or change of use of land which has been used for any school or academy in the last eight years.
- 5.2 Secretary of State Consent is also required under section 77 of the School Standards and Framework Act 1998 where local authorities wish to dispose of playing field land that has been used by a school in the last ten years. This already applies for Preston Park Annexe as it has been used by a maintained school during the last eight years.
- 5.3 The Council has a statutory duty to make full time education provision for pupils who have been permanently excluded from school after their 6th day of exclusion. If Preston Park Annexe is not to be used for this type of school place provision beyond July 2017, then a sustainable model needs to be developed including a list of proposed sites.

## **6.0 Diversity Implications**

- 6.1 A screening analysis of the likely impact of the proposals in this report has been undertaken and concludes that, in line with the recommendations set out in this report, the impact for protected groups will be positive. A copy of the Screening Analysis is available at Appendix 3.

## **7.0 Staffing/Accommodation Implications (if appropriate)**

- 7.1 Option 4 would require an increase in staff to manage the school place provision for primary aged pupils from Preston Park Annexe.

## **8.0 Public Services (Social Value) Act 2012**

- 8.1 Whilst the Public Services (Social Value) Act 2012 (the “Social Value Act”) does not apply to works contracts, Officers will have regard to considerations relevant to the Social Value Act in the procurement of the works contract, namely the how the contract might improve the economic, social and environmental well-being of its area and how, in conducting the procurement process the Council might act with a view to securing that improvement and whether the Council should undertake consultation. Regard will be had to these same considerations if making further consultant’s appointments.

### **Background Papers**

N/A

### **Appendix**

1. Preston Park Annexe Site Plan
2. Preston Park Annexe Feasibility Study
3. Equality Analysis

### **Contact Officers**

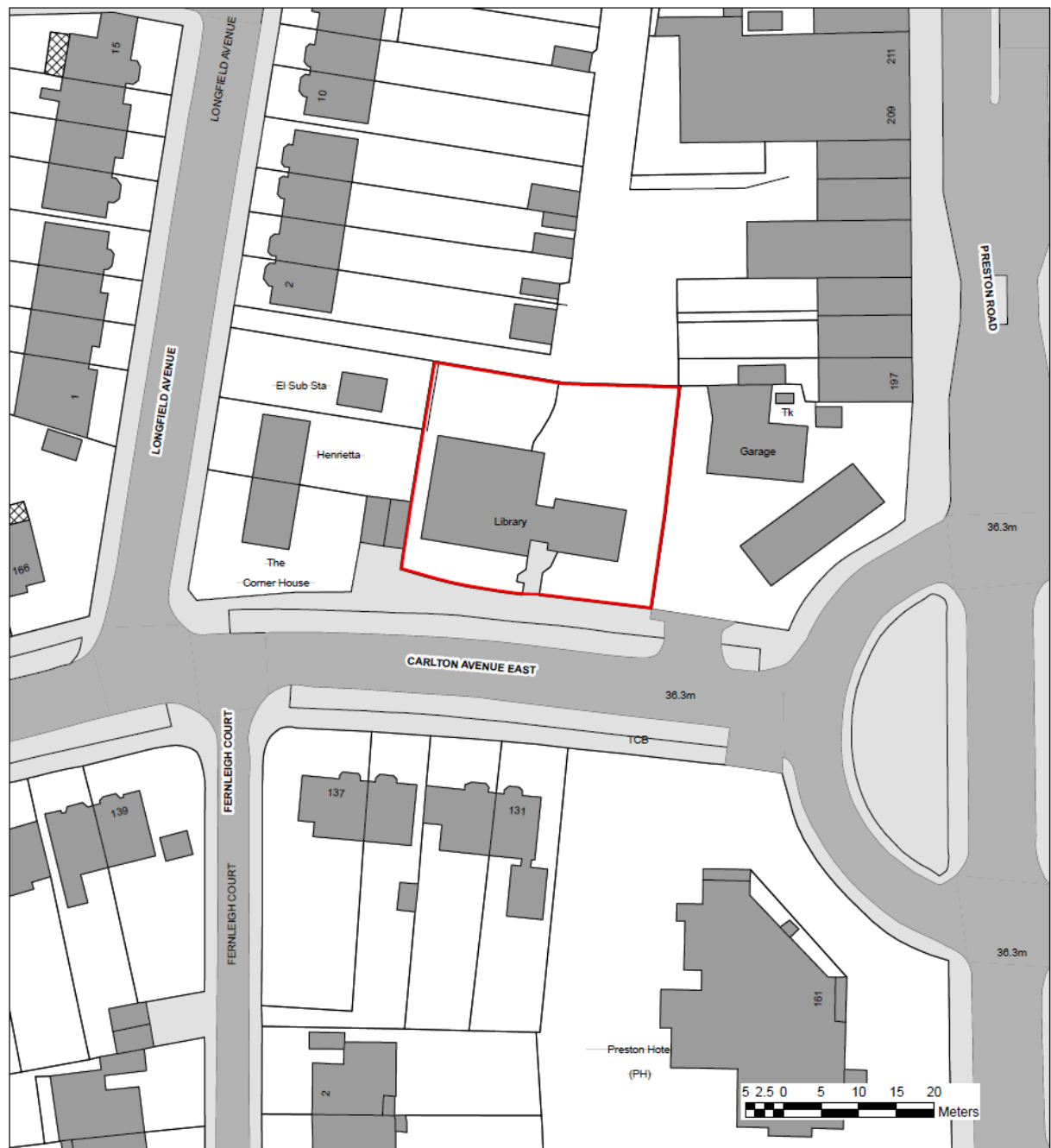
Sarah Chaudhry  
Head of Property  
[Sarah.Chaudhry@brent.gov.uk](mailto:Sarah.Chaudhry@brent.gov.uk)

Tanveer Ghani  
Project Manager  
[Tanveer.Ghani@brent.gov.uk](mailto:Tanveer.Ghani@brent.gov.uk)

ALTHEA LODERICK  
Strategic Director for Resources

## Appendix 1 – Preston Park Annexe – Site Plan

### ***Preston Park Annexe, Carlton Avenue East, Wembley, HA9 8PL***



**1:500**

Plan to stated  
scale if printed at A3.

***Premises shown edged red.***

PSMA OS copyright statement © Crown copyright and database rights 2012 Ordnance Survey 100025260  
OS Open data copyright statement: Contains Ordnance Survey data © Crown copyright and database right 2012

**NORTH**





## Appendix 2 – Preston Park Annexe – Option 1

778.001 - Brent Feasibility Studies  
PRESTON BRANCH LIBRARY SITE

Carlton Avenue East  
Wembley HA9 8PL

Site Feasibility Study - Option 1  
24th March 2015



Site area	: 0.096ha
Existing site use	: D1 (Library / school)
Existing site GIA	: 480sqm
Height of existing	: 1 Storey
PTAL rating	: 3
London Plan Density	: 150 - 250 hr/ha
Proposed site GIA	: 1090sqm
of which D1	: 502sqm
No of Units	: 5 (3 x 2b, 2 x 3b)
Proposed Density	: 167 hr/ha



### HEIGHTS

The site sits between the two-storey pitched roof houses of the low density residential area, and the three-storey shops lining Preston Road. The existing building on the site is single storey.

The only overlooking issues would be with the rear gardens of Longfield Avenue.



### TREES AND AMENITY

The surrounding houses all have large gardens, and the streets are wide, with pavements separated from the carriageway by buffers of grass and rows of trees.

The larger grassed area of the roundabout is a positive visual amenity but difficult to access.



### ASPECT / OVERLOOKING

With the exception of the rear of the two adjacent properties facing Longfield Ave, the site does not suffer any significant overlooking issues.

Roads are wide and lined with trees, increasing privacy.



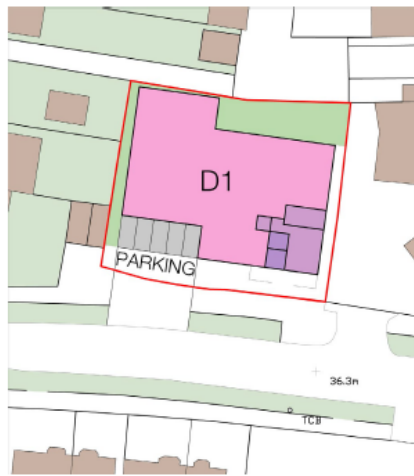
VIEW ALONG CARLTON AVENUE EAST



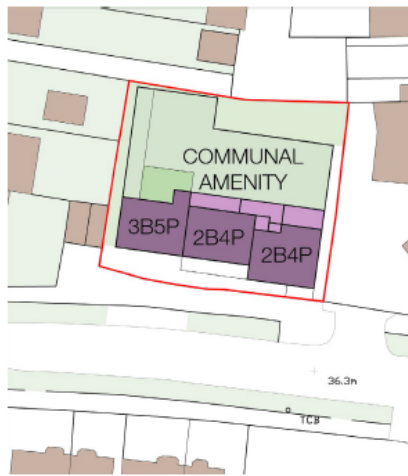
REAR WINDOWS ADJACENT TO THE SITE



EXISTING BUILDING ON THE SITE



GROUND FLOOR PLAN



FIRST FLOOR PLAN



SECOND FLOOR PLAN

## Appendix 2 - Preston Park Annexe – Option 2

778.001 - Brent Feasibility Studies  
PRESTON BRANCH LIBRARY SITE

Carlton Avenue East  
Wembley HA9 8PL

Site Feasibility Study - Option 2  
24th March 2015



Site area	: 0.18ha
Existing site use	: D1 + Garage
Existing site GIA	: 480sqm + 320sqm
Height of existing	: 1 - 2 Storey
PTAL rating	: 3
London Plan Density	: 150 - 250 hr/ha
Proposed site GIA	: 2400sqm
of which D1	: 502sqm
No of Units	: 19
Proposed Density	: 316 hr/ha



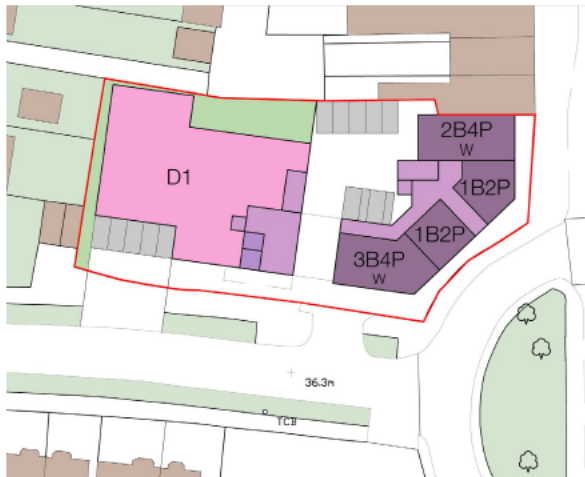
VIEW OF BOUNDARY BETWEEN SITES



GARAGE VIEWED FROM SOUTH



GARAGE VIEWED FROM EAST



GROUND FLOOR PLAN



FIRST FLOOR PLAN  
ACCOMMODATION SCHEDULE

GROUND FLOOR:  
D1 USE = 502sqm

2 x 1B2P min 50sqm  
1 x 2B4P Wheelchair min 85sqm  
1 x 3B4P Wheelchair min 100sqm

FIRST FLOOR  
1 x 1B2P min 50sqm  
5 x 2B4P min 70sqm  
2 x 3B5P min 86sqm

SECOND FLOOR  
1 x 1B2P min 50sqm  
4 x 2B4P min 70sqm  
2 x 3B5P min 86sqm

PROPORTION OF WHEELCHAIR UNITS = 2 of 19 = 10.5%  
PROPORTION OF FAMILY UNITS = 5 of 19 = 26%



SECOND FLOOR PLAN

## **Appendix 3: Equality Analysis:**

### **Stage 1 Screening Data**

#### **What are the objectives and expected outcomes of your proposal? Why is it needed?**

The proposal concerns the future use of a council owned property: Preston Park Annexe (formerly Preston Library). There are a number of possible options and the report recommends:

- The preferred option for Preston Park Annexe should be to purchase adjacent land to deliver 19 new homes and D1 community use space.

#### **Who is affected by the proposal?**

In the case of Preston Park Annexe, the 'Preston Community Library' have a 'week to week' license with the Council to use the whole building as a community run library. The proposal for Preston Park Annexe would provide new housing and maintain the D1 community use provision.

In addition to the impact on existing users, it is therefore anticipated that new housing provision will assist in meeting housing demand.

#### **Could the proposal impact on people in different ways because of their equality characteristics?**

It is not expected that there will be any differential impact.

#### **Could the proposal have a disproportionate impact on some equality groups?**

#### **If yes, indicate which equality characteristic(s) are impacted**

No, although it should be noted that the expansion of school place provision has been identified as a priority and is likely to have a positive impact for all users of the service, including those in protected groups. Similarly, although it is not possible at this stage to assess the mix of additional housing that may be provided, there is the potential to meet some housing need.

#### **Would the proposal change or remove services used by vulnerable groups of people?**

The proposal will change services used by vulnerable groups but, as noted above, the change is expected to result in improved services.

#### **Does the proposal relate to an area with known inequalities?**

No.

**Is the proposal likely to be sensitive or important for some people because of their equality characteristics?**

No.

**Does the proposal relate to one of Brent's equality objectives?**

The proposal relates to the following objectives:

- To know and understand all our communities
- To ensure that local public services are responsive to different needs and treat users with dignity and respect

**Recommend this EA for Full Analysis?**

No.