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Northwick Park One Public Estate Feasibility Study

October 2017



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WESTMINSTER[Ⓜ]

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For and on behalf of GVA Grimley Limited

1. Introduction

1.1 Northwick Park is located within London Borough of Brent, and adjacent to the border with London Borough of Harrow, northwest London. There are four principal landowners at Northwick Park, as follows:

- London Borough of Brent (the 'Council');
- London Northwest Healthcare NHS Trust (the 'Trust');
- Network Homes Ltd ('Network'); and
- University of Westminster (the 'University').

1.2 The four landowners (the 'Partners') have committed to work together to promote redevelopment of land at Northwick Park in a comprehensive manner. The Partners have signed a Memorandum of Understanding ('MoU') which establishes key joint objectives and individual objectives of each Partner, and an agreed approach to joint-working.

1.3 The Council has secured funding for feasibility work to develop proposals for Northwick Park through the One Public Estate initiative ('OPE'), a programme delivered by the Local Government Association and the Cabinet Office Government Property Unit aimed at delivering new jobs and homes, integrating public services, and driving efficiency in service provision.

- 1.4 GVA was appointed in April 2017 to provide development, valuation and planning advice to the Partners, in conjunction with architects and other consultants, to determine potential options for the development and delivery of a comprehensive scheme/masterplan at Northwick Park. GVA has been supported by PRP Architects ('PRP') and Peter Brett Associates ('PBA') in understanding technical design and transport constraints at the site and defining capacity for redevelopment.
- 1.5 The following report provides an overview of the respective findings of each consultant, including GVA, as a basis for determining a broad delivery strategy for a comprehensive scheme at Northwick Park. In doing so the report also summarises the key commercial considerations for the Partners resulting from capacity studies and Partners' stated priorities and objectives.
- 1.6 Site constraints, design approaches and indicative concept plans are summarised where appropriate to inform the commercial approach; detailed supporting information is provided in separate technical reports appended to the main text.

2. The Site

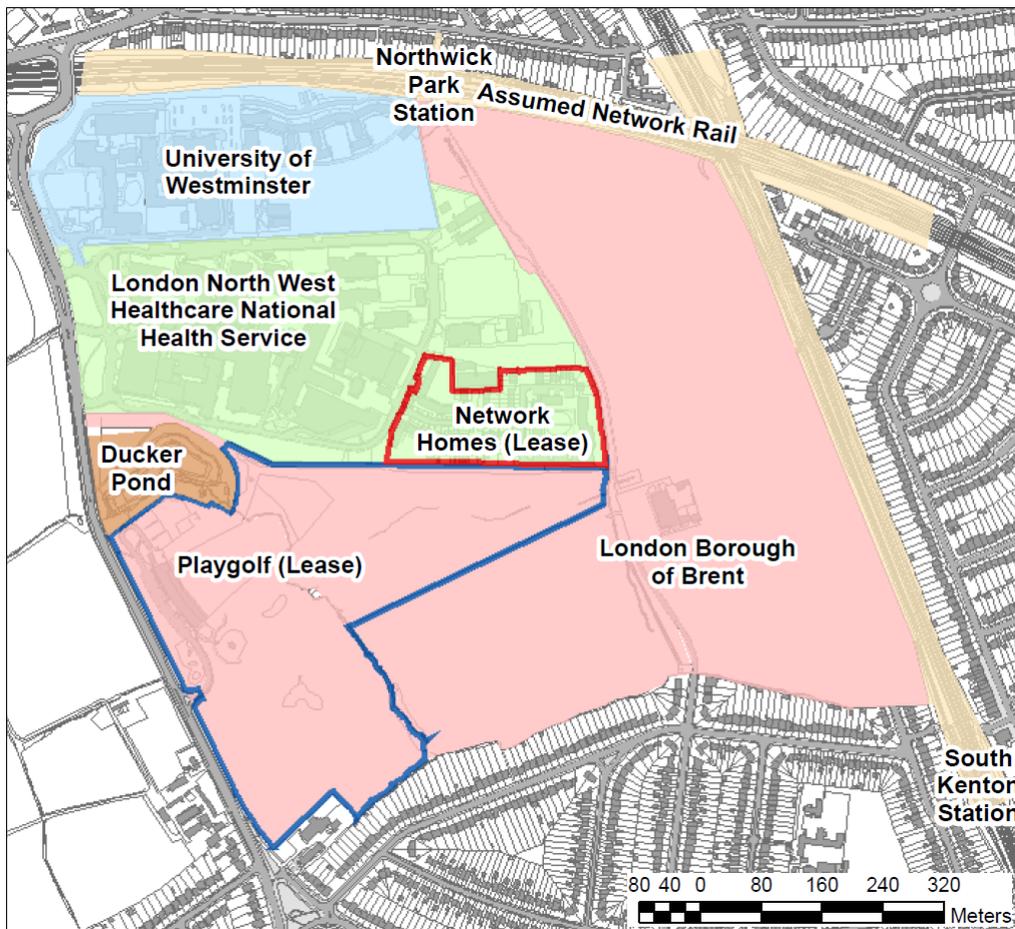
2.1 Northwick Park is located immediately to the south of Northwick Park train station, in the London Borough of Brent in north-west London.

2.2 The site comprises a number of different uses:

- Northwick Park Hospital;
- Playgolf 9-hole golf course and driving range (incorporating baseball batting cages, fitness suite, golf shop and restaurant);
- sports pitches, public park and pavilion;
- University of Westminster; and
- Ducker Pond, the site of a former outside swimming pool, now overgrown.

2.3 The locations and extents of these uses is demonstrated in the plan below:

Figure 1: Land Usage and Ownership Plan



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- 2.4 Council freehold ownership is shown by the pink shading. Part of the Council ownership is subject to a long leasehold interest (shown bounded by a dark blue line) held by Playgolf Ltd.
- 2.5 Trust freehold ownership is shown by the light green shading. This ownership is subject to a long leasehold interest (shown bounded by a red line) held by Network.
- 2.6 University freehold ownership is shown by light blue shading.
- 2.7 The brown shaded area is held freehold by Nilkanth Estates.

3. Site Constraints

- 3.1 The site is subject to a number of major constraints which have been established by the consultant team and the Partners, and used to inform the assessment of development capacity at the site. These are summarised below:

Planning

- 3.2 All of the Council freehold ownership, and the Ducker Pond, is designated as Metropolitan Open Land ('MOL'). This effectively affords it the same planning status as Green Belt, where development for uses other than those deemed appropriate for the Green Belt will be refused unless there are exceptional circumstances. The same land area is also designated as local open space.
- 3.3 The Ducker Pond area is designated as a Site of Importance for Nature Conservation Grade I, being of high biodiversity value. This designation extends to part of the Playgolf site, particularly the hedged area at the boundary. Part of the site also forms a section of the Capital Ring public walkway. Policy seeks to preserve and enhance the habitats in these areas.
- 3.4 There is site specific local policy for the Trust land and Ducker Pond area in combination. This supports redevelopment of the hospital for new hospital space, plus ancillary retail and leisure uses, and enabling residential development on any land deemed surplus to the hospital. Under the policy, any development should be in accordance with an agreed masterplan, and the Ducker Pond should be conserved and enhanced. Policy also supports provision of step-free access at Northwick Park station.

Transport

- 3.5 Vehicular access to the site is from Watford Road. Watford Road is already often congested with traffic moving between the Harrow and Wembley areas, and visiting Northwick Park Hospital. New development at the site is only likely to increase pressure on this route and therefore mitigation measures are likely to be necessary.
- 3.6 There are a number of different access and egress points along Watford Road for the various site uses, including a particular concentration near the hospital entrance. There may be the potential for some consolidation of these routes.
- 3.7 Within the site, there is a 'ring road' around the Hospital which is used by a combination of staff and visitors, and in particular at the southern portion, by emergency services accessing the A&E department. It is imperative that the development should not impede this emergency route.

- 3.8 There is a secondary vehicular access to the site from Norval Road to the south. This is used to access the existing pavilion and associated car park only, and is not a route to any other uses on site. Norval Road and the surrounding streets are residential in nature and have limited capacity for any greater traffic movements; the roads are narrow and typically double-parked.
- 3.9 The site is served by Northwick Park (Metropolitan line) and South Kenton (London Overground and Bakerloo line) stations. Pedestrian access from South Kenton is relatively poor, but there are paved paths to all the main site uses from Northwick Park station. Access from Northwick Park station is, however, through a very narrow brick tunnel. There is no step-free access.

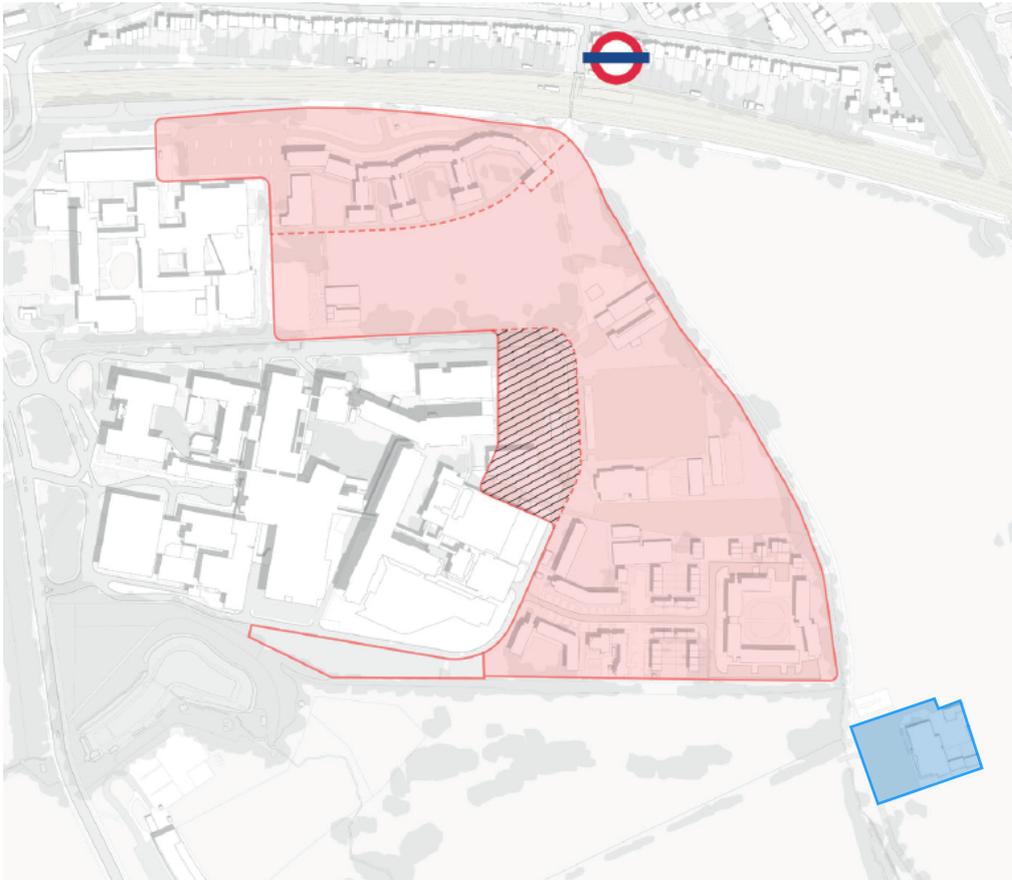
Operational

- 3.10 The University and hospital, including accommodation for Trust staff and hospital visitors on the Network land, are operational institutions and any development on the site will need to preserve continuity of operations.
- 3.11 Given this constraint, Partners have agreed that the 'teaching' areas of the University and parts of the Trust land within the hospital ring road will not be considered as available for redevelopment at this time.
- 3.12 Those other areas which may be considered for redevelopment will require decant of existing uses such that re-provision will be required prior to the development of operational land. This includes:
- hospital staff car parking;
 - Trust accommodation (unless re-provided elsewhere in the local area); and
 - student accommodation.

4. Design Development

- 4.1 PRP has undertaken site capacity studies for the potential development of Northwick Park. This work has been informed by the constraints identified in section 3, though discussion with PBA on transport impacts and GVA on planning parameters, and with reference to the development parameters prepared as a brief to PRP following the first Partner workshop.
- 4.2 At the same Partner workshop, it was established that the following areas would not be considered for development, at least for initial testing:
- Playgolf golf course, though there was the potential to use this land as a vehicular access point;
 - Northwick Park playing fields, due to their restrictive planning designation as Metropolitan Open Land and a desire to retain the asset;
 - the hospital site within the ring road, as this is an operational asset which will be the subject of a separate estates review to be carried out by the Trust. This land is not considered surplus to requirements at this time. The potential for wholesale relocation of the hospital into the MOL was considered, but was rejected as a proposal due to the high associated planning risk; and
 - the 'teaching' parts of the University, i.e. all buildings other than the existing student accommodation. Similarly, these buildings are operational and not considered surplus.
- 4.3 This provided for an area to be considered for development as illustrated by the red line in the plan below. The black shaded area was to be assessed but it was noted that this area is part of that to be included in the Trust's plans for potential reconfiguration of the hospital, and as such may not be available or only available in part. The pavilion area, illustrated with blue shading, is to be included in the scheme in order to enable the inclusion of MOL land near the station, but is not an area for development:

Figure 2: Development Area



4.4 Following these design parameters, PRP produced some early design options for the site as illustrated below.

Figure 3: Early Design Proposals



Option 1



Option 2



Option 3

4.5 Variance to the options proposed was primarily based on access to the site, the total extent of site area to be included, whether the existing pavilion was included in the scheme, and the approach to distribution of heights and massing across the site.

4.6 A number of key design principles emerged from the early iterations which were common to all options:

- a desire to blend the scheme into Northwick Park along the eastern edge;
- the concept of central squares, acting as 'hubs', distributing the non-residential uses across the site with directly related uses sited placed closest to relevant institutions;
- perimeter blocks to provide floorspace efficiency and maximise residential amenity;
- undercroft car parking to all blocks in order to provide the necessary number of spaces; and
- creating a strong sense of arrival from Northwick Park station.

4.7 Following further discussion with Partners, it was resolved to:

- investigate further the potential to include a secondary school on site;
- to further consider vehicular access through either Playgolf or Ducker Pond;
- examine the potential for greater density in the highest value areas of the site;
- revisit the potential to initiate a wholesale land swap of the area of MOL closest to the station with the south-eastern section of the development site, subject to consultant views on planning risk and impacts to programme;
- definitely include the smaller MOL swap involving the existing pavilion area and the area immediately to the south of Northwick Park station;
- further investigate the feasibility of creating a new exit on the Watford Road roundabout to serve a northern access road; and
- better define required traffic interventions at Watford Road.

5. Illustrative Concept Plan

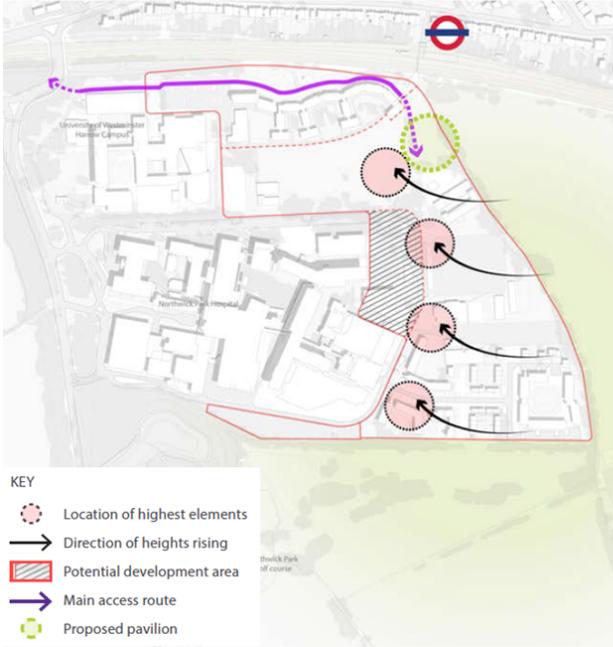
5.1 Following a number of Partner workshops and discussions, a final set of concept plans have been developed by PRP illustrating the potential development capacity of the site under a number of scenarios:

- Option A – development of the site excluding the existing student accommodation within the University land;
- Option B – development of the site including the existing student accommodation within the University land, to be re-provided. Further sub-options are included for this scenario:
 - Option B1 – as Option B but incorporating a secondary school; and
 - Option B2 – as Option B but assuming greater density in the highest value area of the site.

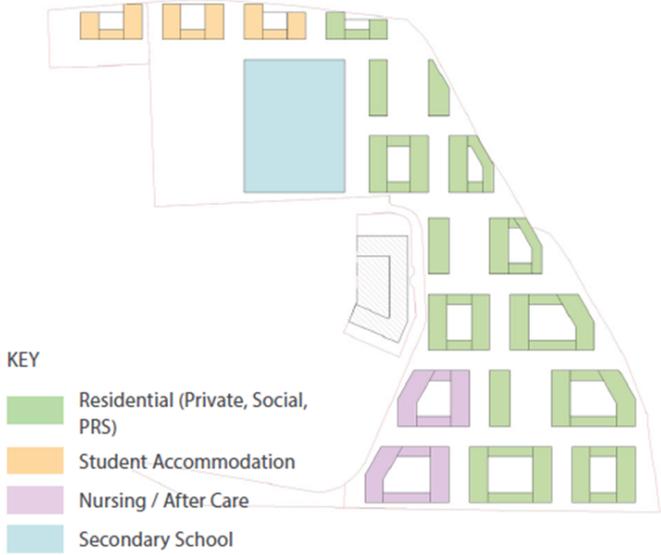
Figure 4: Concept Plan Proposals



Option A



Option B



Option B1



5.2 GVA has adopted different floorspace efficiency assumptions to those adopted by PRP, and assessed the scheme on a policy compliant basis. This provides for the following residential unit numbers and non-residential areas:

Table 1: Concept Plan Development Capacities

Use	Option A	Option B	Option B1	Option B2
<i>Existing Uses Redeveloped</i>				
Trust Staff and On-call units	c 330	c 330	c 330	c 330
Network Homes	c 320	c 320	c 320	c 320
Student Bed Spaces	-	c 620	c 620	c 620
Private Dwellings (adj. Pavilion)	2	2	2	2
Northwick Park Pavilion (NIA)	c 9,000 sq ft			
<i>Retained Uses</i>				
Student Bed Spaces	c 620	-	-	-
<i>Development Capacity</i>				
Private Residential (units)	545	645	454	688
Affordable Rent (units)	575	667	491	707
Shared Ownership (units)	216	255	180	273
PRS (units)	175	207	146	221
Student Accommodation (bed spaces)	424	1,381	1,223	1,381
Trust Accommodation (units)	580	580	580	580
All Residential Units	c 3,135	3,735	3,074	3,850
Net Additional Residential Units	c 1,865	c 2,465	c 1,804	c 2,580
Foodstore (NIA)	3,200 sqft	3,680 sqft	3,200 sqft	3,921 sqft
Flexible Retail (NIA)	4,800 sqft	5,520 sqft	4,800 sqft	5,881 sqft
Gym (NIA)	15,000 sqft	17,249 sqft	15,000 sqft	18,380 sqft
GP Surgery (NIA)	8,000 sqft	9,199 sqft	8,000 sqft	9,802 sqft
Pharmacy (NIA)	800 sqft	920 sqft	800 sqft	980 sqft
Flexible Non-residential (NIA)	11,966 sqft	14,832 sqft	6,855 sqft	18,380 sqft
School (NIA)	-	-	290,000 sqft	-

Use	Option A	Option B	Option B1	Option B2
All Non-residential Floor Area (NIA)	44,000 sqft	51,000 sqft	329,000 sqft	37,000 sqft

5.3 The Options provide the following residential tenure mix:

Table 2: Concept Plan Tenure Mix – All Residential Uses

Use	Option A	Option B	Option B1	Option B2
Student Accommodation (bed spaces)	17%	37%	40%	36%
Trust Accommodation (units)	23%	16%	19%	15%
Private Residential (units)	22%	17%	15%	18%
PRS (units)	7%	6%	5%	6%
Affordable Tenures	32%	25%	22%	25%
of which:				
Affordable Rent (units)	23%	18%	16%	18%
Shared Ownership (units)	9%	7%	6%	7%

5.4 We also set out below for reference purposes the proposed tenure mix relating to net new residential accommodation only (excluding student also).

Table 3: Concept Plan Tenure Mix – Net Additional Residential Only (Excluding Student)

Use	Option A	Option B	Option B1	Option B2
Private Residential (units)	38%	38%	38%	38%
PRS (units)	12%	12%	12%	12%
Affordable Tenures	50%	50%	50%	50%
of which:				
Affordable Rent (units)	35%	35%	35%	35%
Shared Ownership (units)	15%	15%	15%	15%

5.5 Table 3 demonstrates that the Options meet the local policy requirement for 50% affordable housing, on the basis of net additional units in excess of existing affordable units. It is assumed for this purpose that the existing Trust accommodation is classified as affordable, and therefore its re-provision is excluded from this table given it is the net additional units only which are assessed. The student accommodation units are also excluded as they do not give rise to an affordable housing requirement, on the assumption that the units would be direct let to the University.

5.6 These concept plans illustrate potential approaches to the redevelopment of the site, but more detailed design and due diligence work, including further investigation into site access, is required in order to progress to a masterplan for the site. The concept plans establish indicative development capacity at the site which provides an indication of the scale of the opportunity at the site.

- 5.7 The capacities can also be used for viability testing, providing illustrative figures for the development proposals to give context and shape potential routes to delivery including the establishment of commercial relationships between the Partners.

6. Planning Strategy

6.1 Having defined the concept plan, GVA has considered how best to progress the development in planning terms. The planning strategy is based on the aim of optimising the potential of the site, in terms of the delivery of planning policy, and broader Partner objectives.

6.2 Key to this will be to follow a site-wide comprehensive approach. This will be dependent on establishing a set of site-wide development principles within which development will be brought forward. This should cover the key planning issues associated with the site, including:

- principle of development;
- land uses (and spatial distribution);
- access and movement principles;
- layout and scale;
- Metropolitan Open Land and Green Infrastructure; and
- infrastructure and delivery.

6.3 The planning system has a key role to play in establishing and formalising these principles, via a number of different mechanisms, including:

- A site wide outline planning consent, which would be prepared by the Partners (with the involvement of the Local Planning Authority, local community, and other stakeholders);
- An Area Action Plan, which would establish a site-specific set of development plan policies, against which a future planning application(s) would be determined. This would be prepared by the Local Planning Authority (with support/involvement from the Partners and local community); and
- A Planning Brief, which would provide site specific guidance on the implementation of existing planning policies, and which would be a material consideration in the determination of a future planning application(s). This would be prepared by the Local Planning Authority (with support/involvement from the Partners and local community).

6.4 The table below summarises some pros/cons of each of the above options:

Table 4: Potential Planning Approaches

Option	Advantages	Disadvantages	Timescales
Outline Planning Application	<ul style="list-style-type: none"> • Establishes the greatest level of planning certainty, including rigorous assessment/testing, and 	<ul style="list-style-type: none"> • Limits flexibility for individual Partners • Requires Partners to reach agreement on detailed planning principles in the 	18-24 months

Option	Advantages	Disadvantages	Timescales
	<ul style="list-style-type: none"> s.106 matters (to de-risk the project) Partner control 	<ul style="list-style-type: none"> short term Costly and time-consuming 	
Area Action Plan	<ul style="list-style-type: none"> Establishes significant site specific planning certainty, to support the preparation and determination of future planning applications 	<ul style="list-style-type: none"> Local Planning Authority-led, with Partners influencing content as 'stakeholders' Resource intensive 	18-24 months
Planning Brief (Supplementary Planning Document - SPD)	<ul style="list-style-type: none"> Establishes broad site-specific guiding principles Acts as a development brief for decision-making, de-risking planning applications when they come into the Council for decision-making Quick and 'resource-light' to prepare 	<ul style="list-style-type: none"> It is not adopted guidance and so does not hold as much weight as an AAP Local Planning Authority-led, with Partners influencing content as 'stakeholders' Likely requires a Sustainability Appraisal 	6-9 months
Planning Brief (non-statutory guidance)	<ul style="list-style-type: none"> As per SPD but quicker and less resource required to prepare 	<ul style="list-style-type: none"> As per SPD, but would carry less weight 	4-7 months

6.5 It is GVA's view that either of the Planning Brief options would establish sufficient planning certainty to optimise development i.e. set parameters for a coherent overall scheme across ownership boundaries, albeit a full SPD would provide some additional planning weight with few dis-benefits other than the additional timescales and resource involved. GVA therefore recommends the following planning strategy:

- Prepare and deliver a Planning Brief SPD in accordance with the following principles:
 - it would be prepared by the Local Planning Authority (or their consultants), however we would recommend establishing a Partner steering group (or similar) to guide its content;
 - it should be informed by a site specific evidence base covering each of the key issues referred to above;
 - it should be subject to public consultation at the draft stage (including options); and
 - it will likely require a Sustainability Appraisal (which will require public consultation).

6.6 It is envisaged that following the publication of the SPD, outline or hybrid applications would be progressed by landowners either individually or jointly, depending on the outcome of commercial discussions.

7. Viability Analysis

- 7.1 GVA has taken the development capacities produced by PRP and used these to undertake viability analysis of the development proposals. This analysis has been undertaken using Argus Developer software and assumptions based on market assessment and GVA experience of similar schemes in London.
- 7.2 The viability analysis has been undertaken in order to establish the broad potential development economics of a scheme at Northwick Park, providing Partners with an indication of the broad order of scale of the opportunity. The results of the appraisals have also formed part of the consideration of the most appropriate and deliverable approach to promoting the Northwick Park scheme, described further in Section 8. The results of various appraisal scenarios and iterations have been used in determining factors such as extent of land to be included in the scheme, potential development mix, and the extent of Partner joint-promotion of land.
- 7.3 Key conclusions of this analysis are as follows:
- iterations of appraisals run on a fully policy-compliant basis, where 50% of net additional residential uses are affordable are at the margins of viability, before any consideration of the value of existing uses;
 - alternative iterations of the appraisals run with 30% of net additional residential units being affordable, are viable, albeit before any consideration of the value of existing uses; and
 - B2 is the most viable option, illustrating the value of increased density.

8. Delivery Strategy

- 8.1 GVA has held a number of discussions with the Partners to establish commercial considerations from each, building on the MoU objectives. Considering these, as well as key elements of the concept plan and the viability analysis results, GVA has formed a view of a potentially deliverable partnering approach for the Northwick Park opportunity.

General Recommended Delivery Approach

- 8.2 Based on our findings to date, GVA does not consider that a **formal joint venture** between the Partners would be appropriate. In particular this is because Partners do not all share a desire to have actively participate in development, whilst the commercial incentives for such a structure are also questionable given prevailing development economics. This structure is also likely to carry significant cost and resource implications which would not be attractive to most Partners, whilst exposure to risk and development participation is not a priority across the board.
- 8.3 Due to divergence in Partner timescales and preferred approaches to participation, GVA is also of the view that an **overarching development agreement** would not be appropriate. Some Partners are less concerned about retaining significant controls over the development site, or about committing their land contractually within a short timeframe. An overarching development agreement would also most likely entail a fairly protracted procurement process for the entire site.
- 8.4 GVA therefore considers that the most appropriate approach, given stated Partner objectives and preferences, as well as prevailing development economics, would be to **allow for individual Partners to progress development themselves within the context of an agreed development framework** crystallised by an agreed masterplan and associated Planning Brief SPD, as in Section 6.
- 8.5 This strategy still allows for land deals between Partners to facilitate development across current ownership boundaries, for example through a series of conditional land sales, or development agreements between 2 or 3 of the Partners across only a part of the site.
- 8.6 Critically the comprehensive delivery will also need to be supported by an Infrastructure Agreement between the Partners, to enable joint delivery of the up-front infrastructure required to unlock the site and ensure maximum returns to the scheme/Partners.
- 8.7 It should be noted that, whilst this approach is considered most deliverable given the preceding sections of this report, it is not the only potential approach to delivery of development at Northwick Park, particularly if circumstances change.

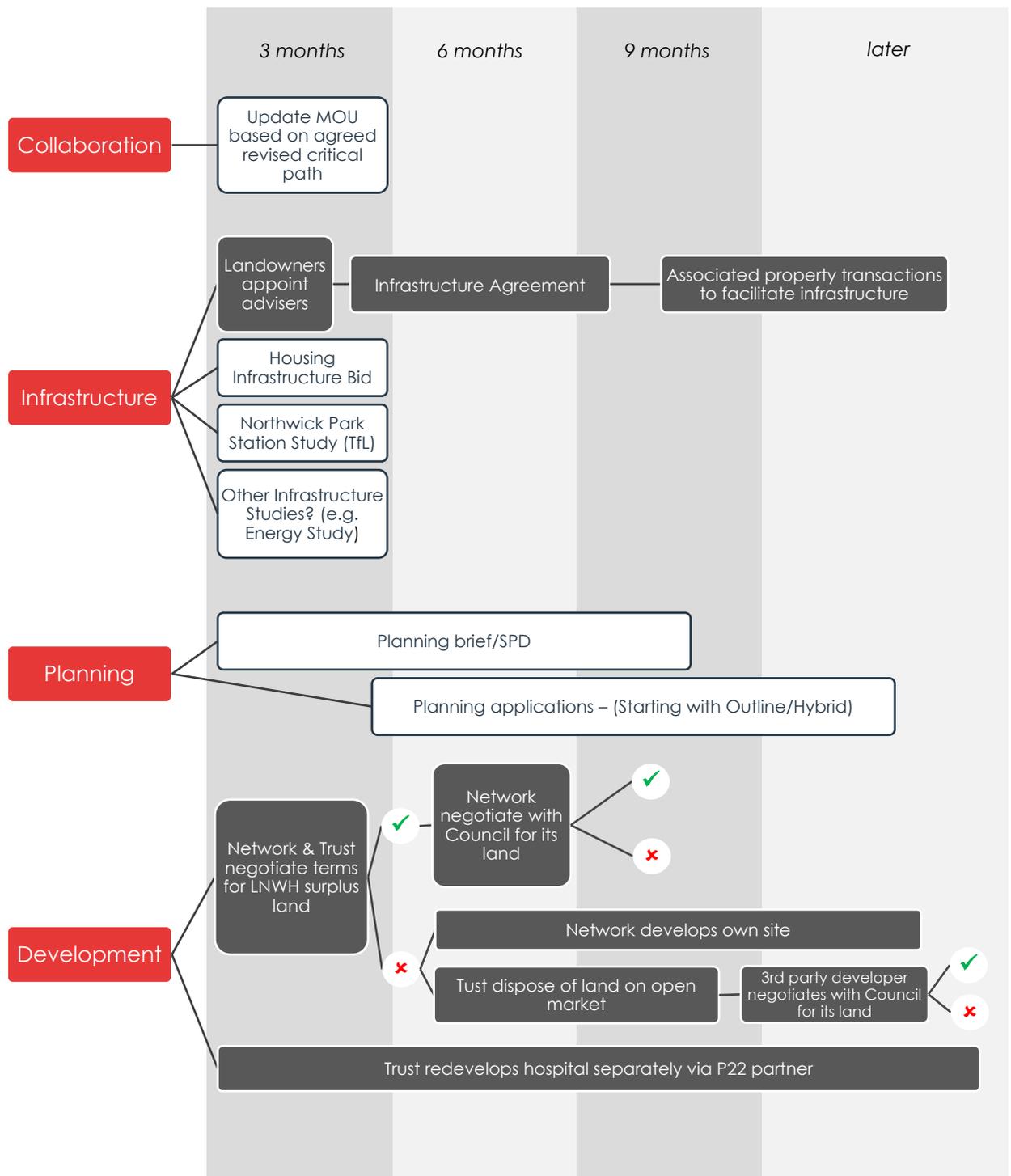
Delivery Themes

8.8 This approach to delivery can be broken down into the following themes:

- Collaboration;
- Infrastructure;
- Planning; and
- Development.

8.9 Broad timescales and key dependencies between these themes are illustrated on the diagram below; the themes are then further described each in turn.

Figure 5: Delivery Strategy Illustration



Collaboration

8.10 It is envisaged that Partners may wish to revisit the MoU following consideration of this report. This may include:

- assessment of whether any refinement of the objectives is required, potentially including more specific elements of the scheme;

- expansion of the stated Partner roles and responsibilities to refer to any of the various actions described in this section;
- consideration of critical path/timescales; and
- potentially adding a section on seeking and providing funding for relevant studies, undertaking design, or works.

Infrastructure

- 8.11 A number of infrastructure items are required to be delivered up-front in order to enable the scheme to progress. These include:
1. works to Watford Road to consolidate junctions and enable a right-turn entry to the site;
 2. delivery of a new access road for the use of development traffic;
 3. a new energy centre, which may take the form of a CHP or form part of a wider Harrow District Heating Network, to serve the development as well as the hospital;
 4. a new multi-storey car park to allow for re-provision of visitor parking spaces which will be lost through redevelopment of the Trust land;
 5. upgrade works to Northwick Park station, likely to include provision of step-free access and reconfiguration of existing pedestrian access to increase capacity. This could be undertaken in tandem with the first phase of development rather than before;
 6. new and improved pedestrian routes to other local amenities including Harrow town centre and South Kenton station. This is not necessarily a prerequisite for development; and
 7. enhancements to the Northwick Park MOL as part of the planning case for the proposed MOL land swap with the existing pavilion. This could be delivered in stages as part of scheme planning applications rather than as up-front infrastructure.
- 8.12 Items 1 to 3 above are of particular importance, and are required to enable any development. 4 and 5 are required to enable delivery of any land beyond that held by Network.
- 8.13 In order to deliver these works, Partners will need to come to agreement on the actual design and siting of the works, how to fund and procure them, and what property agreements (e.g. land ownership transfers/consolidation, access rights etc.) will be required. An Infrastructure Agreement would seek to facilitate this.
- 8.14 Further due diligence may be required firstly to decide on what form some of the infrastructure may take. We understand that commissioning a feasibility study for Northwick Park station upgrades is currently being considered for example. Such a study would be beneficial in helping to define the extent of works that may be required, and the potential cost and sources of funding. Similarly, further detailed transport assessment may be required to establish the

feasibility and nature of works to Watford Road, to determine the preferred route for the new access road, and to confirm the feasibility of including a school on site as per Option B1; and a technical study may be required to confirm energy requirements, including connections to a wider network.

8.15 Following this, it is proposed that a legal agreement will be drawn up between the parties to define the development obligations of each party in relation to infrastructure. This Infrastructure Agreement might include:

- Partner commitments to sourcing funding, either from internal resource or from third party sources. This will include potentially seeking debt funding, and supporting bids for public funding. A Housing Infrastructure Fund bid has recently been submitted and, if successful, a further due diligence stage is likely to follow which will require the provision of information, and possibly resource, from Partners;
- property transactions. The provision of infrastructure will in some cases require the Partners to agree terms for transfer of ownership of land, the grant of access rights, and/or the grant of licences or other rights to carry out works. The Agreement will set out what forms of transactions are agreed, and either the principal terms or the process by which terms will be agreed;
- securing necessary consents. Partners may need to obtain internal consents from boards or committees to progress with the delivery of infrastructure, including approving the transactions above. Statutory consents will also be required in order to deliver the Watford Road improvements, which Partners, and the Council in particular, will need to support; and
- delivery obligations, including internal consents.

8.16 The Infrastructure Agreement will also put deadlines to all of the above, agreed between the Partners, in the form of longstop dates.

8.17 Legal advice will be required to draft the Agreement. Partners may wish to appoint lawyers individually, or it may be possible to jointly instruct lawyers to act on behalf of all parties. Even in that event, Partners may wish to seek legal opinion of their own.

Planning

8.18 The proposed planning strategy for Northwick Park was outlined in Section 6. Under this strategy a Planning Brief SPD will establish over-arching design principles for the site, and will carry sufficient weight to guide a comprehensive form of delivery. Even if a non-statutory Planning Brief is chosen as the preferred approach, the Planning brief in any case will need to cover a number of key principles for the development of the site, including:

- MOL land swap with the pavilion;

- height and massing parameters;
- proposed use types; and
- layout and movement principles.

8.19 The Planning Brief will also have to be specific about the proposed form of access to the development, so a decision on access options will be required relatively quickly.

8.20 Notwithstanding this, the Planning Brief can be undertaken straight away and completed within c 9 months. Some additional design work may be required to finalise preferred approaches and to articulate proposals in terms of design principles and parameters, but it is not anticipated that designs are required to be worked up to significantly greater detail than they have been already.

8.21 It is envisaged that Partners will progress their own planning applications, either individually or jointly depending on Partners' preferences, with the Planning Brief providing context. Applications can be worked up at the same time as the Planning Brief is being prepared, provided that both processes are in close contact to ensure there is no inconsistency.

Development

8.22 GVA envisages a staged process to Partners agreeing terms for land disposal and partnership.

8.23 Given the existing progress of discussions, it is envisaged that Network and the Trust will firstly seek to agree terms for the acquisition of the Trust land by Network for redevelopment, including the southern car park area to be developed as a multi-storey car park if this has not been covered as enabling infrastructure under the Infrastructure Agreement. This will also include obligations to re-provide car parking spaces and Trust accommodation within a prescribed period of time and, in the latter case, within a prescribed geographical area. GVA would suggest this could be concluded within c 3 months.

8.24 If these discussions are successful, GVA would then anticipate that the Council would deal with Network for the inclusion of its land. Subject to legal advice, as Network would be an adjoining landowner and developer, the Council may be able to use exclusive rights arguments to treat directly and exclusively with Network, subject to demonstrating Best Consideration.

8.25 Given the Council's role in the scheme as primarily a promoter, with potential for investment, it is anticipated that this transaction may take the form either of a conditional land sale or sale subject to a Development Agreement. The Council is likely to want limited control over some items in particular:

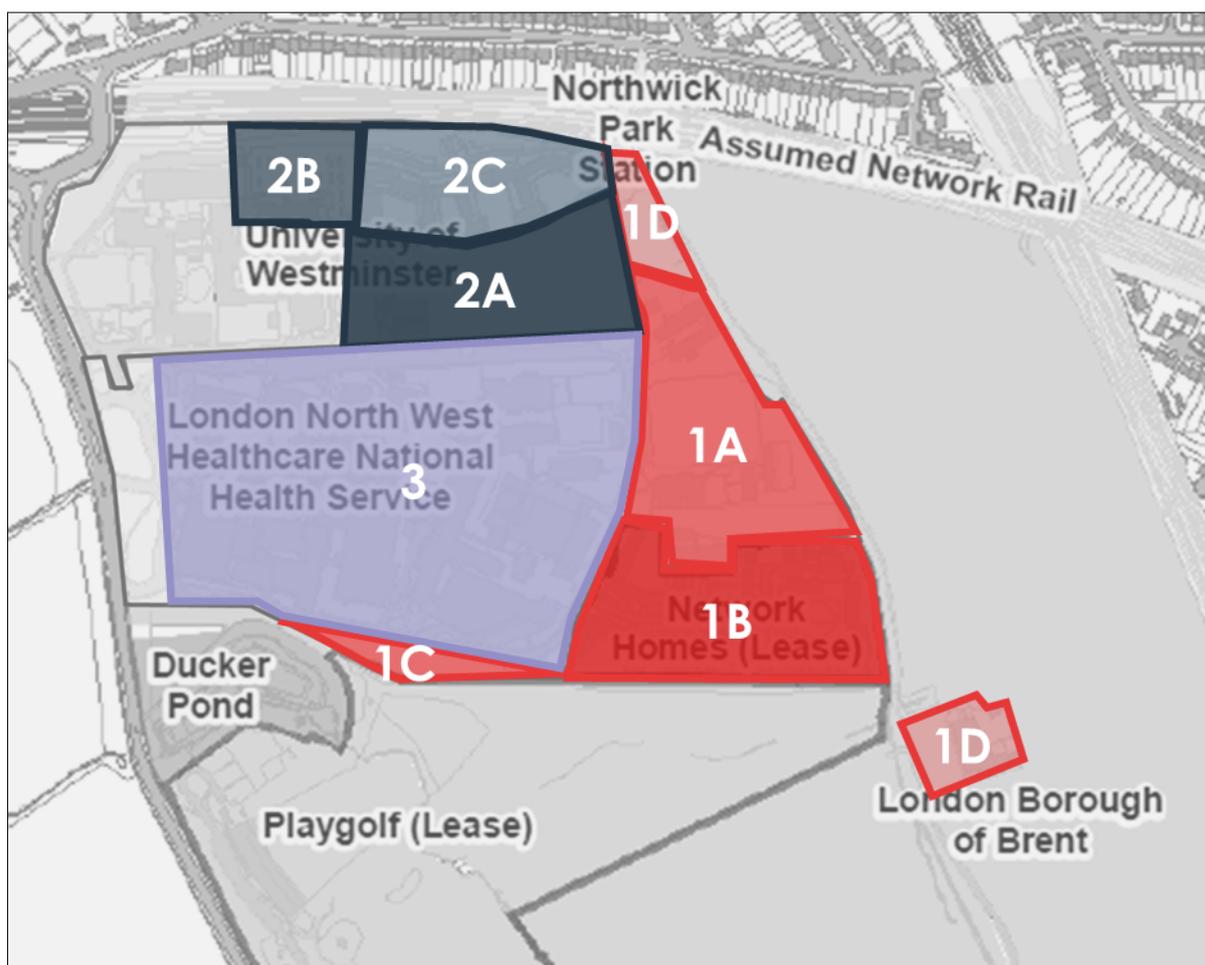
- the form of replacement pavilion facilities;

- the timing, quality and quantum of commercial assets in which the Council is seeking to invest, if appropriate; and
 - the provision of any public funding, including with reference to milestones, outputs or longstop dates.
- 8.26 This is a suggested chronology of events, but in practice it may be appropriate for the relationship with the Council to be crystallised jointly with the Trust and Network.
- 8.27 GVA is aware that the Trust will have obligations to demonstrate best value, and it may be that for this or any other reason agreement is not able to be reached with Network. In that event, Network may be able to progress its own detailed application for its own site, within the overarching planning framework set by the Planning Brief. The Trust would then market its interest openly, and Network would be able to bid within this process as would any other third party. Using the same exclusive rights arguments, the Council could then treat with the successful bidder, subject to legal advice.
- 8.28 Alternatively, in this sequence of events where the Trust and Network do not agree terms, it may be appropriate for the Trust to align its disposal with the on-going hospital masterplanning, which may delay disposal. It may be appropriate at that point for the Council to liaise with the Trust and include its land in the eventual disposal, with conditions as it considers appropriate, potentially in the form of a Development Agreement to which the Trust could be party.
- 8.29 It is anticipated that the inclusion of the University land is likely to follow after the Network, Trust and Council parcels. Depending on when the University land comes forward, it could be marketed separately, or potentially be combined with the disposals of the Trust and Council. It is considered, however, that in the first instance the University is unlikely to participate in disposals (other than as may be necessary for infrastructure purposes), albeit equally it would not seek to frustrate the future development potential of its land as part of the Planning Brief exercise (i.e. as a later phase).

Scheme Phasing

- 8.30 Taking the above into consideration, the plan illustrates a potential approach to phasing the delivery of the development.

Figure 6: Indicative Phasing Plan



- 8.31 This plan is indicative, and whilst the scheme may come forward in the sequence shown, in reality they may overlap, particularly in the case of sub-phases within a phase, shown with the same colour shading. It is assumed that all of the above land parcels are developed following the provision of key up-front infrastructure, including Watford Road works and the new access road, as well as determination of an acceptable vacant possession strategy.
- 8.32 Phase 2C, the existing student accommodation, is shown as a potential later phase, though the scheme could come forwards without it, as per Concept Plan Option A.
- 8.33 Phase 3 is shown to represent the potential for the imminent masterplanning of the hospital site to give rise to potential joint development. It will be important to maintain a dialogue about the emerging plans for the hospital to ensure that any opportunities for mutual improvement of the two schemes are identified.
- 8.34 It is very difficult to estimate a programme for delivery at this stage, given timing will depend on a variety of factors including:
- Partner decisions regarding land disposal;

- the delivery approach including whether some uses or land parcels can be disposed and delivered separately from the main scheme;
- the density of the final scheme;
- the planning approach;
- prevailing market conditions including market absorption rates; and
- the eventual scheme mix including proportions of any tenures which could be pre-sold including affordable housing, PRS and student accommodation.

8.35 Broadly, dependent on these factors, we anticipate an approximately 10 – 15 year development programme for the scheme, taking Option B as a guide. This includes an assumption that the student and Trust accommodation would be directly contracted. This would provide for an overall average delivery rate of approximately 240 – 359 units per annum, or 93 – 163 units per annum for standard residential only.

Funding

8.36 A number of activities, studies and works have been described in the preceding text as potentially necessary to progress development. These will require funding from the Partners or other sources; Figure 5 illustrates those where the cost may be met in whole or in part by OPE funding. The costs and their potential sources of funding are summarised in the table below:

Table 5: Promotion Costs and Funding

Item	Indicative Cost	Potential Funding Sources
Planning Brief	c £50,000 - £70,000	<ul style="list-style-type: none"> • OPE • Partner investment
Technical Studies (transport, energy, station)	c £40,000 - £70,000	<ul style="list-style-type: none"> • OPE • Partner investment
Up-front Infrastructure (Watford Road works, access road, MSCP)	c £15m - £18m	<ul style="list-style-type: none"> • Partner investment • Grant funding (HIF) • Packaged within land disposals (will require coordinated disposals)
Planning Applications	c £1m per application (cost will depend on scale and whether outline/detailed/hybrid)	<ul style="list-style-type: none"> • Partner investment (individual or joint) • Packaged with land disposals (subject to planning)

9. Next Steps

9.1 In order to further promote the Northwick Park development, a number of actions are proposed throughout the preceding section. The most immediate of these are summarised below for ease of reference:

1. determine potential for OPE funding to be utilised for further technical studies and preparation of a Planning Brief, otherwise seek funding from Partners
2. commission further transport technical feasibility work to decide the optimal access route(s) to the site and feasibility of including a school;
3. decide whether technical energy feasibility work is required – it may be possible to obtain this from existing work being undertaken in relation to the Harrow District Heat Network;
4. commission Northwick Park upgrade feasibility study;
5. revisit the MoU, consider any need to amend or add clauses;
6. prepare a Planning Brief;
7. Network and the Trust to seek to conclude discussions;
8. Partners appoint commercial and legal advisers as necessary; and
9. prepare Infrastructure Agreement.

9.2 As described in Section 8, GVA anticipates these actions could be substantially completed within the next 6 – 9 months. It will be possible to promote outline or hybrid planning applications in conjunction with the Planning Brief, provided Partners have sufficiently established the likely extents of each planning application within this timeframe.