

# COMMITTEE REPORT

Planning Committee on  
Item No  
Case Number

24 June, 2020  
04  
19/4541

## SITE INFORMATION

RECEIVED	24 December, 2019
WARD	Alperton
PLANNING AREA	
LOCATION	2A, Part of Former Westend Saab and Boyriven Textile, Bridgewater Road, Wembley, HA0 1AJ
PROPOSAL	Demolition of the existing buildings and structures, the erection of a 'co-location' scheme ranging in height from 4 to 19 storeys, incorporating industrial floorspace with residential units, together with associated landscaping, vehicular access arrangements, car and cycle parking, servicing and refuse and recycling facilities.
PLAN NO'S	Please see Condition 2.
LINK TO DOCUMENTS ASSOCIATED WITH THIS PLANNING APPLICATION	<p><b><u>When viewing this on an Electronic Device</u></b></p> <p>Please click on the link below to view <b>ALL</b> document associated to case <a href="https://pa.brent.gov.uk/online-applications/applicationDetails.do?activeTab=documents&amp;keyVal=DCAPR_148359">https://pa.brent.gov.uk/online-applications/applicationDetails.do?activeTab=documents&amp;keyVal=DCAPR_148359</a></p> <p><b><u>When viewing this as an Hard Copy</u></b></p> <p>Please use the following steps</p> <ol style="list-style-type: none"><li>1. Please go to <a href="https://pa.brent.gov.uk">pa.brent.gov.uk</a></li><li>2. Select Planning and conduct a search tying "19/4541" (i.e. Case Reference) into the search Box</li><li>3. Click on "View Documents" tab</li></ol>

## RECOMMENDATIONS

That the Committee resolve to GRANT planning permission subject to the application's referral to the Mayor of London (stage 2 referral) and the prior completion of a legal agreement to secure the following planning obligations:

1. Payment of the Council's legal and other professional costs in (a) preparing and completing the agreement and (b) monitoring and enforcing its performance
2. Notification of material start 28 days prior to commencement.
3. *Affordable Housing* – comprising 47 affordable rent units at London Affordable Rent levels and 77 shared ownership units in line with the household income cap and eligibility criteria for intermediate products set out in the London Plan and draft London Plan.
4. *Training and employment of Brent residents* - Prior to a material start to inform in writing Brent Works of the projected amount of construction jobs, training opportunities and provide a copy of the Schedule of Works. And, prior to a Material Start to prepare and submit for the Council's approval an Employment Training Plan for the provision of training, skills and employment initiatives for residents of the Borough relating to the construction phase of the Development and in relation to the operational phase of the Development.
5. *Carbon Off-setting and BREEAM Certification* – Pre-construction: submission of revised Energy Assessment to achieve London Plan Policy 5.2 standards and revised BREEAM Assessment to achieve BREEAM Excellent, initial financial contribution to Brent's carbon offsetting scheme. Post-completion: submission of revised Assessments, final financial contribution.
6. *Amenity space provision and play off-site* – Financial contribution of £35,000.
7. *Controlled Parking Zone* – Financial contribution of £60,000 towards implementation of Controlled Parking Zone in the vicinity. Residential parking permit restrictions.
8. *Travel Plan* – Submission and implementation of Travel Plan for residential and commercial uses, including monitoring and review arrangements under the i-TRACE or TRICS survey methodology, and three years' free car club membership for eligible residents.
9. *Highway Works* under a S38/S278 Agreement to: (i) reduce the width of the existing vehicular crossover onto Bridgewater Road at the southeastern end of the site frontage to 6.7m to match the width of the proposed service road; (ii) extend the central traffic island in Bridgewater Road across its existing 7.5m wide gap in front of the southeastern vehicle access in order to prevent vehicles turning right into the site; and (iii) construct a highway verge of at least 1.5m width and a footway of at least 2.4m width along the Bridgewater Road frontage and to dedicate the area of the footway that lies within the site boundary as highway maintainable at public expense.
10. *Street trees* – Financial contribution of £6,000 towards the planting and maintenance of three street trees on Bridgewater Road.
11. *Surveys of television and radio reception in surrounding area*, and any mitigation works agreed

That the Head of Planning is delegated authority to negotiate the legal agreement indicated above.

That the Head of Planning is delegated authority to issue the planning permission and impose conditions and informatives to secure the following matters:

### Conditions

#### *Compliance*

1. Three year rule
2. Approved drawings and documents
3. Withdraw permitted development rights for conversion from C3 to C4

4. Non-residential floorspace to be B1(b) or B1(c) only
5. Number of residential units
6. Balcony screening to units A01.02 etc
7. Provision of parking etc
8. Compliance with air quality and noise reports
9. Compliance with arboricultural impact assessment and ecological survey
10. Non Road Mobile Machinery

#### *Pre-commencement*

11. Construction Method Statement
12. Construction Logistics Plan
13. Liaison with London Underground

#### *Post-commencement*

14. Site investigation
15. Consult Thames Water prior to piling works
16. Materials samples
17. Details of wheelchair accessible units
18. Landscaping scheme
19. Details of PV panels

#### *Pre-occupation or use*

20. Contaminated land remediation measures
21. EVCP, Parking Design and Management Plan
22. Site management and maintenance plan including delivery and servicing plan
23. Details of cycle parking
24. Thames Water surface water network upgrades

#### Informatives

1. CIL Liability
2. Thames Water guidance on groundwater discharge
3. Liaison with London Underground
4. Party Wall Act
5. Asbestos removal
6. Quality of imported soil
7. London Underground advice on openable windows
8. London Living Wage
9. Fire Safety standards
10. Notify Highways of work starting

That the Head of Planning is delegated authority to make changes to the wording of the committee's decision (such as to delete, vary or add conditions, informatives, planning obligations or reasons for the decision) prior to the decision being actioned, provided that the Head of Planning is satisfied that any such changes could not reasonably be regarded as deviating from the overall principle of the decision reached by the committee nor that such change(s) could reasonably have led to a different decision having been reached by the committee.

That, if by the "expiry date" of this application (subject to any amendments/extensions to the expiry date agreed by both parties) the legal agreement has not been completed, the Head of Planning is delegated authority to refuse planning permission.

That the Committee confirms that adequate provision has been made, by the imposition of conditions, for the preservation or planting of trees as required by Section 197 of the Town and Country Planning Act 1990.

## **SITE MAP**



This map is indicative only.

## PROPOSAL IN DETAIL

The scheme proposes the redevelopment of the site to deliver a building of four to 19 stories in height, incorporating 124 new homes, all of which would be affordable housing (35 x 1bed, 68 x 2bed and 21 x 3bed) and 1,878sqm of industrial floorspace (B1(b) and B1(c)) with associated access, parking, cycle storage and bin storage, and residential amenity space.

## EXISTING

The application site comprises a single-storey car showroom situated on the northeastern side of Bridgewater Road, opposite the intersection with Manor Farm Road, a basement car park to the rear of the showroom (formerly the Boyriven Textiles building) and part of a single-storey workshop building to the rear of an adjacent hand car wash.

The Piccadilly Underground line tracks run directly north of the site, and there is an electricity substation immediately to the southeast. To the northwest are remaining industrial buildings and, separated from the industrial buildings by a pedestrian footpath leading across the railway tracks into One Tree Hill Recreation Ground to the north, a row of traditional two storey housing. The wider surrounding area is mixed in character, comprising traditional residential areas to the west, the Recreation Ground and Alperton School to the north, Alperton Bus Garage to the southeast and commercial and industrial buildings to the south, with large-scale redevelopment occurring in Alperton Growth Area further to the southeast. The site is not within a Conservations Area nor are any of the buildings occupying the site listed buildings.

The site lies within a designated Locally Significant Industrial Site (LSIS). Within the emerging Local Plan it will continue to be designated as LSIS, but is designated for “intensification and some co-location” potentially allowing both industrial capacity and new homes. Whilst it is not within the boundaries of Alperton Growth Area within the adopted Local Plan, the Alperton Growth Area is proposed within the emerging Local Plan to be extended to cover the area along the northern side of Bridgewater Road between the footpath over the railway line to One Tree Hill Recreation Ground and the Bus Depot on the junction with Ealing Road. Within the emerging Local Plan, the application site also forms part of a wider site allocation.

## AMENDMENTS SINCE SUBMISSION

Amended plans were received on 13 March 2020, improving the design of the residential entrances and altering the positioning of some residential windows to prevent overlooking between units. These amendments did not materially alter the scheme and did not require a further period of consultation.

The Daylight Sunlight & Overshadowing Report was resubmitted on 21 May 2020, including detailed results relating to impacts on individual neighbouring windows. The version originally submitted only included summarised results, however there is no change to the actual results, only more information on them, and so further consultation was not necessary.

## SUMMARY OF KEY ISSUES

The key planning issues for Members to consider are set out below. One letter of objection was received regarding some of these matters. Members will have to balance all of the planning issues and objectives when making a decision on the application, against policy and other material considerations.

**Neighbour objections:** One neighbour objection has been received, raising concerns about the impact of parking on Bridgewater Road. This issue is considered at the relevant point in the report.

**Principle of development:** The proposal is for a residential-led mixed use development that responds well to the emerging policy context encouraging co-location of residential and industrial uses on appropriate sites. Although the floorspace proposed would fall short of the industrial capacity of the site, the provision of new purpose-built industrial units would help to facilitate economic growth in the area, and the proposal for 124 residential units would contribute to the borough's housing targets in a Growth Area and Housing Zone. The proposal is acceptable in principle.

**Affordable housing and housing mix:** The proposed residential units would all be for affordable housing,

including 50% of units at a policy-compliant split (70% at London Affordable Rent and 30% shared ownership) and the remaining 50% for shared ownership. The proposal complies with Brent Policy DMP15 and a viability review mechanism is not required. Whilst the proportion of family-sized units does not meet the 25% target set out in Policy CP2, overall the provision of 100% affordable housing is considered a significant planning benefit to outweigh concerns regarding the low proportion of family-sized units.

**Design and appearance:** The proposal is for two residential point blocks at 11 stories and 19 stories respectively, set back from the road and linked by a central podium garden and a three-storey commercial building providing an active frontage on Bridgewater Road. The design is considered to be of high quality, and the overall height and massing are considered appropriate in terms of the emerging street scene.

**Residential living standards:** The 124 units would all meet or exceed minimum space standards and the number of single-aspect units has been minimised through design. All units would have private balconies and access to attractively landscaped communal amenity spaces including a range of play spaces. A shortfall in amenity space of 514sqm against the standards set out in Policy DMP19 would be mitigated by a financial contribution of £35,000 towards improvements to the nearby One Tree Hill Recreation Ground, secured through the s106 agreement. Overall the proposal would provide a high standard of residential accommodation.

**Relationship with neighbouring properties:** The proposal would retain adequate separation distances to allow adjoining sites to come forward for redevelopment in a similar manner. Impacts on daylight and sunlight to neighbouring properties, and overshadowing to neighbouring external amenity spaces, have been assessed and are considered to be minimal given the emerging high density character of the area and the scale of the development.

**Sustainability and energy:** The Energy Strategy demonstrates that carbon emissions for the residential use would be reduced by 64.4% and for the commercial use by 41.7%, compared to the Building Regulations 2013 baseline. This exceeds the London Plan policy targets for on-site reductions, and a financial contribution to Brent's carbon offsetting fund would be secured through the s106 agreement, to achieve a zero-carbon residential development. The industrial floorspace would be designed to achieve BREEAM Excellent, to comply with Brent's Policy CP19.

**Environmental health considerations:** The proposal has been assessed in terms of air quality, noise and vibration, and contaminated land, and Environmental Health officers have requested conditions to ensure these issues are dealt with satisfactorily. A construction method statement would also be required by condition.

**Flood risk and drainage:** The drainage strategy proposed includes blue-roof systems to hold rainwater temporarily and water butts to irrigate soft landscaped areas, and is considered appropriate for the proposed development.

**Trees, landscaping and biodiversity:** All trees on or adjoining the site are of low arboricultural value and the ecological value of the site and its surroundings is low. Tree protection measures have been proposed, together with ecological enhancements provided as part of the landscaping scheme.

**Urban greening:** The proposal would achieve an urban greening factor of 0.35 and would represent a significant uplift in the greening of the site. It is considered to have maximised the urban greening potential of the site.

**Transport considerations:** The one-way internal service road would allow servicing of the commercial units and refuse collection for the residential units, together with access to nine on-site disabled car parking spaces. This level of parking is considered to be appropriate given the level of public transport accessibility (PTAL 4), subject to a financial contribution of £60,000 towards implementation of a Controlled Parking Zone, car club membership and operation of a travel plan, all of which would be secured through the s106 agreement. The access arrangements have been welcomed by your Transport officers and Transport for London, and are considered to contribute to the Healthy Streets approach and Vision Zero objectives. Cycle parking would be provided to emerging London Plan standards, including three storage rooms for 232 cycles for residents, a cycle store and showering facilities for the workspace, and short-stay 'Sheffield' stands along the service road.

## 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)
Businesses and light industry	640	0	640	1878	1238

### **Monitoring Residential Breakdown**

Description	1Bed	2Bed	3Bed	4Bed	5Bed	6Bed	7Bed	8Bed	Unk	Total
EXISTING ( Affordable Rent Flat )										
EXISTING ( Flats û Intermediate )										
PROPOSED ( Affordable Rent Flat )	14	18	15							47
PROPOSED ( Flats û Intermediate )	21	50	6							77

### **RELEVANT SITE HISTORY**

05/2773 - Demolition of existing warehouse building and the erection of a 3-storey building for use as three B1 light-industrial units on each of the ground floor and first floors and a D2 function room on the second floor, with a basement to provide storage and parking for 26 cars, alterations to vehicular and pedestrian access to site and provision of cycle-parking and refuse storage (as clarified in writing by Mr Kassim, dated 14th November 2005) and subject to a Deed of Agreement dated 22nd December 2005 under Section 106 of the Town and Country Planning Act 1990, as amended - Granted [*Officer Note:* This permission has been implemented in part, the basement car park having been constructed but not the remainder of the building].

### **CONSULTATIONS**

216 neighbouring properties were consulted by letter on 9 January 2020. A site note was posted on 20 January 2020 and a press notice was published on 16 January 2020. Two objections were received, however one was subsequently withdrawn. The remaining objection is summarised as follows:

Objection	Officer response
Concerns regarding impact on parking on Bridgewater Road	This issue is discussed under 'Transport considerations'

### ***Internal and statutory consultees***

#### **Greater London Authority / Transport for London Stage 1 response:**

- Principle of development: In view of the masterplan approach adopted by the applicant and emerging plan-led approach by the Council, the residential-led mixed use scheme on this LSIS is acceptable in strategic planning terms.
- Affordable housing: 100% affordable housing (with a tenure mix of 38% affordable rent and 62% shared ownership); this is strongly supported and would qualify for the Fast Track Route, subject to the Council's approval of the tenure mix
- Urban design: The residential quality is generally high and the layout, height and massing responds well to the existing and emerging context
- Environment: Further information is required in relation to the district centre connection, overheating and ground source heat pumps. Additional PV cells should be considered
- Transport: Clarification on the trip generation for public transport is required to determine the development's impacts. Details of cycle parking and various transport-related plans should be secured via the S106

**London Underground:** No objection subject to conditions and informatives.

**Thames Water:** No objection on foul water sewerage network infrastructure capacity. Surface water network

upgrades or housing and infrastructure phasing plan required [officer note: this would be secured by condition]. Objection to surface water drainage strategy [officer note: this issue is discussed in the main body of the report]

**Environmental Health (including Noise Control Team):** No objection subject to conditions.

**Lead Local Flood Authority:** No objection.

### **Pre-application consultation**

The applicant's Statement of Community Involvement sets out the public consultation and engagement activities undertaken by the applicants prior to submitting the application. These included two public exhibitions held at an accessible nearby venue on 18 March and 20 March 2019, to which over 2,500 residential and commercial properties in the area were invited via a mailshot. Nine local residents attended these events, and a further four requested information by email.

These activities are considered to be appropriate to the scale of the development and to reflect the recommended level of pre-application engagement set out in Brent's Statement of Community Involvement.

## **POLICY CONSIDERATIONS**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of this application should be in accordance with the development plan unless material considerations indicate otherwise.

The development plan is comprised of the London Plan 2016, Brent Core Strategy 2010 and Brent Development Management Policies 2016.

Key policies include:

### London Plan 2016

- 3.3 Increasing housing supply
- 3.4 Optimising housing potential
- 3.5 Quality and design of housing developments
- 3.6 Children and young people's play and informal recreation facilities
- 3.8 Housing choice
- 3.11 Affordable housing targets
- 4.4 Managing industrial land and premises
- 5.2 Minimising carbon dioxide emissions
- 5.10 Urban greening
- 5.13 Sustainable drainage
- 5.15 Water use and supplies
- 6.9 Cycling
- 6.13 Parking
- 7.1 Lifetime neighbourhoods
- 7.2 An inclusive environment
- 7.3 Designing out crime
- 7.4 Local character
- 7.14 Improving air quality
- 7.19 Biodiversity and access to nature

### Brent Core Strategy 2010

- CP1 Spatial Development Strategy
- CP2 Population and Housing Growth
- CP6 Design & Density in Place Shaping
- CP8 Alperton Growth Area
- CP19 Brent Strategic Climate Change Mitigation and Adaptation Measures
- CP20 Strategic Industrial Locations and Locally Significant Industrial Sites
- CP21 A Balanced Housing Stock



## Brent Development Management Policies 2016

DMP1 Development Management General Policy  
DMP8 Open Space  
DMP9b On Site Water Management and Surface Water Attenuation  
DMP11 Forming an access onto a road  
DMP12 Parking  
DMP13 Movement of Goods and Materials  
DMP14 Employment Sites  
DMP15 Affordable Housing  
DMP18 Dwelling Size and Residential Outbuildings  
DMP19 Residential Amenity Space

In addition, the Examination in Public for the Draft New London Plan has been completed and the Panel Report has been received by the GLA. The GLA have now released a "Intend to publish" version dated December 2019. This carries substantial weight as an emerging document that will supersede the London Plan 2016 once adopted.

The council is currently reviewing its Local Plan. Formal consultation on the draft Brent Local Plan was carried out under Regulation 19 of the Town and Country Planning Act (Local Planning) (England) Regulations 2012 between 24 October and 5 December 2019. At its meeting on 19 February 2020 Full Council approved the draft Plan for submission to the Secretary of State for examination. Therefore, having regard to the tests set out in paragraph 48 of the NPPF it is considered by Officers that greater weight can now be applied to policies contained within the draft Brent Local Plan.

Key relevant policies include:

### Draft New London Plan

GG1 Building strong and inclusive communities  
GG2 Making the best use of land  
GG3 Creating a healthy city  
GG4 Delivering the homes Londoners need  
GG5 Growing a good economy  
D3 Optimising housing density  
D4 Delivering good design  
D5 Inclusive design  
D6 Housing quality and standards  
D9 Tall Buildings  
D12 Fire safety  
D13 Agent of Change  
D14 Noise  
E4 Land for industry, logistics and services to support London's economic function  
E6 Locally Significant Industrial Sites  
E7 Industrial intensification, co-location and substitution  
H1 Increasing housing supply  
H4 Delivering affordable housing  
H5 Threshold approach to applications  
H6 Affordable housing tenure  
H12 Housing size mix  
G1 Green infrastructure  
G5 Urban greening  
S4 Play and informal recreation  
S11 Improving air quality  
S12 Minimising greenhouse gas emissions  
S15 Water infrastructure  
S13 Sustainable drainage  
T5 Cycling  
T6 Car parking

### Draft Local Plan

DMP1 Development management general policy

BP7 South west  
 BSWGA1 Alperton Growth Area  
 BSWSA1 Alperton Industrial Sites  
 BD1 Leading the way in good urban design  
 BD2 Tall buildings in Brent  
 BH1 Increasing housing supply in Brent  
 BH5 Affordable housing  
 BH6 Housing size mix  
 BH13 Residential amenity space  
 BE1 Economic growth and employment opportunities for all  
 BGI2 Trees and woodlands  
 BSUI1 Creating a resilient and efficient Brent  
 BSUI2 Air quality  
 BSUI4 On-site water management and surface water attenuation  
 BT1 Sustainable travel choice  
 BT2 Parking and car free development  
 BT3 Freight and servicing, provision and protection of freight facilities

The following are also relevant material considerations:

The National Planning Policy Framework 2019  
 Planning Practice Guidance including the National Design Guide  
 SPD1 Brent Design Guide 2018  
 Alperton Masterplan SPD 2011  
 Brent Waste Planning Guide 2013  
 Mayor of London's Play and Informal Recreation SPG 2012  
 Mayor of London's Sustainable Design and Construction SPG 2014  
 Mayor of London's Housing SPG 2016  
 Mayor of London's Affordable Housing and Viability SPG 2017

## DETAILED CONSIDERATIONS

### Principle of development

#### Policy background

1. The site is in existing employment use and covered by a Locally Significant Industrial Site (LSIS) designation. Core Strategy 2010 Policy CP20 outlines that the council will protect LSIS for the same range of uses as Strategic Industrial Locations. The regeneration of these sites is supported where the proposals would not undermine the employment land hierarchy, although the supporting text makes clear that this policy aims to secure the status of the location as an industrial employment area through redevelopment for industrial use. Policy DMP14 provides further protection for LSIS sites, setting out specific criteria for their release, and seeks to limit the loss of industrial land to approximately 11.5ha within the plan period.
2. However, this excess capacity was subsequently met and if all consents / proposals were implemented, the resultant loss of industrial land would exceed the policy target before the end of the plan period and any further loss of industrial floorspace would reduce Brent's industrial land supply and would be inconsistent with Policy DMP14. The draft new London Plan also identifies that across London loss of employment sites has been far greater than expected, and proposes that across London as a whole there should be no further losses.
3. Draft Policy E7 sets out an approach to combining increased industrial capacity with the delivery of other planning objectives, by encouraging industrial intensification and co-location with other uses including residential, on suitable sites in locations well-connected by public transport. The policy seeks a plan-led approach to identifying areas within LSIS designations that are suitable for intensification and co-location. This is reinforced within draft Policy BE2 of Brent's draft Local Plan which looks to establish the framework to meet both housing need and industrial capacity, and land is identified where both can be provided (known as co-location). The draft Local Plan has designated this LSIS site (Alperton North) for intensification and co-location and while the GLA have objected to the proposed policy designation of some Strategic Industrial Locations for co-location, they have not objected to the LSIS designation and the principle of co-location is in line with the emerging London Plan. It is considered that policy BE2 can

be given weight in relation to this site.

4. The NPPF 2019 also emphasises the provision of new homes as one of the key roles of the planning system, and this is reflected in the housing targets set out in Core Strategy Policy CP2, which aims to deliver 22,000 new homes over the 2007-2026 period. The draft new London Plan proposes a substantial increase in housing targets across London, including a target for Brent of up to 2,325 new homes per year. Brent's draft Local Plan responds to these targets by proposing plan-led growth and site-specific allocations concentrated in a number of Growth Areas. Emerging policy BH1 reflects the draft London Plan target.
5. The site is also part of the Alperton Housing Zone, one of a number of such areas designated by the Mayor of London as having the capacity to deliver a substantial quantum of new housing is one of a number of Housing Zones designated by the Mayor of London in November 2015 and for which additional GLA funding has been made available to support this housing growth.
6. Brent's draft Local Plan identifies this site as part of a site allocation (BSWSA1: Alperton Industrial Sites), which seeks mixed use redevelopment involving co-location of housing and industrial uses. As a minimum, the existing industrial floorspace or the industrial capacity (a 0.65 plot ratio) should be provided across the wider site allocation.

#### Industrial floorspace

7. The site currently contains a vacant car showroom (sui generis) and industrial units (use class B1c) of approx. 620sqm area, together with areas of hardstanding and a semi-basement car park constructed as part of a building approved under planning permission ref 05/2773 (although the rest of the building has never been constructed, the permission has been implemented with the construction of the basement and could lawfully be completed at any time). The approved building would provide 1,393sqm approx. of industrial floorspace in addition to D2 assembly hall floorspace. The total industrial floorspace of the existing site would therefore be 2,033sqm, if the extant permission were completed. However, given changing economic circumstances and the changing nature of demand, your officers consider that the extant permission is unlikely to be completed and that the approved building cannot be considered to contribute to the existing floorspace on site, and that the existing industrial floorspace is therefore 300sqm.
8. However, the industrial capacity is the higher of the existing industrial floorspace or 0.65 times the area of the site, which would be 2,275sqm. Both draft Policy E7 and the proposed site allocation require the greater of existing floorspace or industrial capacity to be reprovided.
9. The proposal includes 1,878sqm of industrial floorspace, which falls short of the industrial capacity of the site by around 396sqm. To support the justification for the shortfall in industrial floorspace within the site, the applicant has submitted an indicative masterplan demonstrating how industrial capacity could be intensified across the wider BSWSA1 site allocation without requiring capacity to be intensified on each individual site. Whilst this is an indicative masterplan and does not carry any weight in planning terms, the GLA have advised that in view of the masterplan-led approach employed by the applicant and the Council's emerging plan-led strategy of intensifying industrial capacity on LSIS including this application site, the principle of development is in line with London Plan Policy 4.4, and Policies E4, E6 and E7 of the Mayor's Intend to Publish London Plan. Furthermore, it is in line with the objectives of emerging policy BE2 and site allocation BSWSA1 of Brent's Local Plan.
10. The industrial floorspace would be provided as a three-storey building on the Bridgewater Road frontage (Block C), with the ground floor being 4.8m and the upper floors being 3.5m in height. The building is designed to provide flexible floorspace with goods lift provision, to meet the needs of creative ventures, start-up businesses and SMEs in the B1(b) and B1(c) industrial use classes, and would be secured for these uses by condition. The generous heights, open plan layouts, convenient access to the highway and on-site servicing provision would enhance the attractiveness of the units for business users and help to facilitate economic growth in the area.
11. Brent's Draft Policy BE2 seeks 10% of employment floorspace to be affordable workspace in redevelopment of LSIS sites. However, complying with this requirement is likely to impact on other benefits of the scheme, including a reduction in affordable housing that could be delivered on site and on balance, the provision of additional affordable homes is considered to outweigh the provision of 10% (approximately 190sqm) of Affordable Workspace in this particular instance.

12. The Secretary of State has recently directed modifications to the Mayor's intend to publish London Plan Policies E4, E5 and E7. The modifications to Policy E4 would have the effect that Brent would no longer be identified as a provide capacity borough, and there would be no requirement to secure no net loss of industrial floorspace on individual sites. However, the directions also emphasise the need for boroughs to continue to meet identified industrial needs. In the case of Brent, according to the GLA's London Plan evidence base, there would still be a need to plan for an additional 43 hectares equivalent over the Local Plan period to 2041. Therefore it is still important to recognise and maximise opportunities for the re-provision of industrial capacity on site through co-location and intensification. In line with that aim, Brent's emerging Policy BE2 supports proposals on LSIS sites where they intensify employment uses and accord with the principle of a net increase in employment floorspace.

#### Residential development

13. The proposal would provide 124 new homes in an accessible location within the Alperton Housing Zone. The introduction of housing in this location is supported by the emerging policy context, which directs new homes within the Growth Area and Site Allocations identified within the emerging Local Plan in line with emerging Policies BH2, BSWA1 and BE2. The proposal would make a significant contribution to the Borough's housing targets, and is considered to be acceptable in principle subject to other material planning considerations.

#### Conclusion

14. The proposal has been assessed against both adopted and emerging policies. As emerging policy documents, the draft London Plan and draft Local Plan are material considerations that carry weight in the determination of this application as they progress due to their advanced stage of preparation. In particular the draft London Plan is expected to be adopted in the near future, and carries substantial weight.
15. Whilst the industrial element of the scheme is at odds with emerging policy requirements in terms of the amount of Industrial space provided (falling 17.5% below target re-provision levels, and without affordable workspace), the site is providing 100% affordable housing, making a significant contribution to the borough's overall housing needs. This is a substantial benefit. From a policy perspective, the site should ideally be seeking to meet the minimum of emerging policy BSWA1 requirements. Nevertheless, it is recognised that provision of 100% affordable housing on site will impact significantly on development viability. On balance it is considered that in principle the development is acceptable in relation to this matter.
16. The proposal responds well to the emerging policy context and is considered to be acceptable in principle.

#### **Affordable housing and housing mix**

#### Policy background

17. Brent's adopted local Policies CP2 and DMP15 set out the requirements for major applications in respect of affordable housing provision, and stipulate that schemes should provide 50% of homes as affordable, with 70% of those affordable homes being social or affordable rented housing and 30% of those affordable homes being intermediate housing (such as for shared ownership or intermediate rent). The policy also allows for a reduction in affordable housing obligations on economic viability grounds where it can be robustly demonstrated that such a provision of affordable housing would undermine the deliverability of the scheme. The policy requires schemes to deliver the maximum reasonable proportion of Affordable Housing (i.e. the most that the scheme can viably deliver, up to the target). It does not require all schemes to deliver 50% Affordable Housing. This is an important distinction.
18. The definition within DMP15 allows for affordable rented housing (defined as housing which is rented at least 20% below the market value) to be an acceptable form of low cost rented housing, which is consistent with the NPPF definition of affordable housing.
19. The emerging London Plan (Intend to Publish Version) affordable housing policy (Policies H4, H5 and H6) sets out the Mayor's commitment to delivering 'genuinely affordable' housing and that the following split of affordable housing provision is applied to development proposals: a minimum of 30% low cost rented homes, allocated according to need and for Londoners on low incomes (Social Rent or London Affordable Rent); a minimum of 30% intermediate products; 40% to be determined by the borough based

on identified need.

20. Brent's emerging Local Plan policy (BH5) is similar to DMP15 in the adopted plan, but sets a strategic target of 50% affordable housing while supporting the Mayor of London's Threshold Approach to applications (emerging Policy H5), with schemes not viability tested at application stage if they deliver at least 35% (or 50% on public sector land / industrial land) and propose a policy-compliant tenure split. Brent draft Policy BH5 sets a target of 70% of those affordable homes being for social rent or London Affordable Rent and the remaining 30% being for intermediate products. This split marries up with the Draft London Plan Policy H6 by design, with Brent having considered that the 40% based on borough need should fall within the low cost rented homes category, bringing Brent's target split across both emerging policies as 70% for low cost rented homes (Social rent or London Affordable Rent) and 30% for intermediate products.
21. Brent's draft Local Plan has yet to be examined by the Planning Inspectorate and as such the adopted Policy DMP15 would carry considerably more weight than the emerging policy at present.
22. The draft London Plan is at a more advanced stage than Brent's emerging Local Plan and has been subject to comments from the Planning Inspectorate. Whilst concerns have been raised about some London Plan draft policies by the Inspectorate, none of those concerns relate to these policies and it can therefore be considered that this draft policy carries reasonable weight at this stage. The policy requirements can be summarised as follows:

Policy context	Status	% Affordable Housing required	Tenure split		
			70% Affordable Rent (to 80% Market)	30% Intermediate	
Existing adopted policy	Adopted	Maximum reasonable proportion			
Emerging London Plan	Greater weight	Maximum reasonable proportion	30% Social / London Affordable Rent	30% Intermediate	40% determined by borough
Emerging Local Plan	Limited weight	Maximum reasonable proportion	70% Social / London Affordable Rent	30% Intermediate	

### Assessment

23. The proposal would provide the following mix of units:

	1bed	2bed	3bed	Notes
47 x affordable rented units *	14	18	15	70% of 62
15 x shared ownership units *	4	10	1	30% of 62
62 x shared ownership units **	17	40	5	
Total units	35	68	21	124
% of total	28%	55%	17%	100%

\* These 62 units represent 50% of the total provided as affordable housing, at a tenure split of 70:30.

\*\* These 62 units would be shared ownership, above and beyond a policy-compliant level of affordable housing.

24. Based on 100% affordable housing across the whole scheme, the tenure split would be 60:40 (by habitable room) shared ownership to affordable rent. However it is important to recognise that both Local Plan policies and the Mayor's policies seek 50% affordable housing on industrial sites. In this case, half of the units (62 units in total) would be provided as affordable housing at a policy compliant tenure split (77:23 affordable rent to shared ownership by habitable room, with the affordable rented provision more

heavily weighted towards family-sized units). This would fully comply with the requirements of Policy DMP15. Furthermore, it would comply with the threshold criteria set out in draft London Plan Policy H6, and would therefore be eligible for the fast track route.

25. The proposal does not require a Financial Viability Assessment to comply with either Brent or London Plan policy requirements, and the provision of this level of affordable housing is considered to be a significant planning benefit. The applicant has chosen to provide the additional 62 units for shared ownership, and the provision of affordable housing above and beyond the policy requirement, notwithstanding that this is not Brent's preferred tenure, also represents a planning benefit.
26. The affordable rented units would be provided at London Affordable Rent or similar levels and the Shared Ownership units in line with the household income cap and eligibility criteria for intermediate products set out in the London Plan and draft London Plan. These matters would be secured through the s106 agreement.
27. Whilst the proportion of family-sized units does not meet the 25% target set out in Policy CP2 as only 17% is proposed in total), the proposed housing mix represents a balance between the competing policy priorities of providing industrial capacity and affordable housing. Furthermore, the family-sized units would be predominantly for London Affordable Rent (15 of the 21 LAR units) and that this would respond to a specific local need for family-sized affordable housing.

## **Design and appearance**

### Policy background

28. Policy DMP1 requires the scale, type and design of development to complement the locality, and the Brent Design Guide SPD1 provides further advice on general design principles. Draft London Plan Policy D6 proposes a design-led approach to density and optimising the development potential of sites. Brent's emerging Policy BD2 directs tall buildings towards specific locations including allocated sites, and requires these to be of exceptional design quality and providing positive additions to the skyline. This site is within one of the Tall Building Zones identified, and the proposed site allocation BSWSA1 also sees the sites in this area as being suitable for continuing the emerging cluster of tall buildings around Alpertons Station, while stepping down towards boundaries with traditional two-storey housing.
29. The surrounding area is varied in character and the site is in an area of transition, between traditional two-storey housing to the west and northwest, and the larger scale buildings and mix of uses around Alpertons Station to the east and south. The emerging street scene is characterised by a cluster of tall buildings centred near to the station, including Minavil House (maximum height of 26 stories, granted permission under 16/2129 and now in construction) and Alpertons House (maximum height of 23 stories, granted permission under 18/4199), both located in close proximity to the application site.

### Height, mass and bulk

30. The proposal would be essentially comprised of four elements. Addressing the street frontage on Bridgewater Road would be a three-storey building for industrial use (Block C). Towards the northwestern boundary, an eleven-storey point block (Block A) would provide residential units for affordable rent, whilst a 19-storey point block towards the southeastern boundary (Block B) would provide residential units for shared ownership (both having ancillary facilities on the ground floor and units on the upper floors). The buildings would be linked at first floor level by a podium garden, and the two point blocks would be linked by a central element on the rear northeastern boundary of seven stories above the podium. This central element would comprise a combination of affordable rent and shared ownership units.
31. The greater height of the two point blocks would be mitigated by their being set back from the road frontage. The lesser height and depth of the central element to the rear would establish its subservience to the point blocks and would prevent the impression of an extended and bulky mass. The lower eleven-storey Block A would provide a stepping down towards the two-storey residential properties further to the northwest, and the taller 19-storey Block B would be appropriately placed to contribute to the emerging cluster of tall buildings around the Bridgewater Road / Ealing Road junction. On the street frontage the lower height of the three-storey Block C would further mitigate the visual impact of the buildings and would prevent the development appearing oppressive and overbearing within the street scene. At ground floor level, the distinct architectural treatment of the commercial frontage and residential entrances would create a clearly defined base, while the top of each part of the building would

also be well defined through parapet detailing.

32. The visual impact on Alperton Station as a locally listed building (a non-designated heritage asset) has also been considered. The two sites are approx. 100m apart, and separated by the railway tracks which run above ground at this point and provide a significant visual barrier separating the Station from buildings on the other side of the tracks. The impact on the Station is considered to be acceptable in this respect.
33. Overall, the proposal would be similar in form to a perimeter block, with built development on all four sides surrounding the podium garden. However, the variation in height and bulk of the four elements would create a well modulated and harmonious composition. The proposal would respond well to the constraints and opportunities of development in this area of transition between the dense urban fabric around Alperton Station and the more traditional housing to the northwest.

#### Architectural detailing and materials

34. The residential and commercial elements of the scheme would have a shared architectural language, with the use of repeating window arrangements to create a strong rhythm and vertical emphasis to both elements. The ground floor elevations would be consistent across both commercial and residential elements, helping to ground the development within the street scene and further unify the two parts. Meanwhile, differences in window proportions and detailing would give separate definition and identity to the two elements.
35. The composition of the residential point blocks would be based on a double-storey grid in which alternate floors would be emphasised with vertical banding, and this approach makes the overall bulk of the building appear legible and proportionate in the street scene. The alternation of windows and recessed balconies helps to break up the facades and prevents these from appearing overly bulky and monotonous. The central linking block would have a more horizontal emphasis through the use of wider recessed balconies, and this would further reduce the perception of height on this block.
36. The residential entrances would be set back from the street to align with the location of the point blocks. However, they would be emphasised through design features such as the coloured concrete facades, to provide legibility and a sense of arrival for residents, and would be further enhanced by landscaping and external lighting. They would be accessed along dedicated routes within the shared surface service road. The development would be tenure blind, with the same design quality and detail across both tenures.
37. The materials palette would be common to the residential and commercial elements of the scheme, and this would also help to link the two elements together visually and create a strong identity for the development. Multi-colour brick is proposed as the main material and this, with precast cream panels and banding, and metal window frames and balustrades, aims to provide durability, withstand weathering and sit comfortably within the surrounding street scene.
38. The use of materials is considered to successfully capture the aesthetic of the existing and emerging context and as such responds positively to the character of the surrounding area. Further architectural detailing such as projected brick coursing would add texture and visual interest to the elevations and create a sense of variation in scale. Further details of materials would be required by condition.

#### Conclusion

39. The height and bulk are considered to be appropriate to the emerging street scene whilst also respecting the traditional suburban character nearby, and the layout and architectural detailing create an effective relationship with the street and high levels of visual interest. Overall, the design is considered to be of high quality and is supported by your officers.

#### **Residential living standards**

##### Policy background

40. All development is required to comply with standards set out in Policy D4 of the Draft New London Plan and Policy DMP18 of Brent's Development Management Policies. Brent Policy DMP19 normally expects private amenity space of 20sqm per 1bed or 2bed flat and 50sqm for family housing including ground floor flats, but allows for situations in which a lower level of provision may be acceptable in planning terms. The policy notes that where there is a shortfall in private amenity space, this can be

supplemented through access to communal external amenity spaces.

41. In addition, London Plan Policy 3.6 requires play and recreation facilities to be provided based on the expected child yield, including doorstep play for younger children and off-site provision where necessary for older children. The Mayor's Housing SPG also requires 90% of units to meet Building Regulations M4(2) 'accessible and adaptable homes' standards and 10% to meet M4(3) 'wheelchair accessible homes' standards.
42. The BRE Guidelines recommend an Average Daylight Factor (ADF) of 2% for kitchens, 1.5% for living rooms and 1% for bedrooms, although 1.5% is generally used for combined living spaces. Standards for daylight distribution and sunlight, including sunlight to amenity spaces, are also recommended.

#### Internal layout

43. All of the units would meet or exceed the minimum internal space standards, with efficient and convenient internal layouts and living rooms designed to face south where possible to take advantage of sunlight. The number of dual aspect units has been maximised through the design process to comprise 76% of the total, and the only single aspect units would be 1beds facing northwest or southeast so as to avoid the drawbacks of solely north- or south-facing units. The cores would be efficiently laid out and floor to ceiling heights are proposed to be at least 2.5m.
44. Thirteen of the units would be very generously sized and are indicated as being wheelchair accessible to M4(3) standards (accounting for over 10% of the proposed homes). These would be split between the two tenures and across different unit sizes, but with disproportionately more in the affordable rent tenure. Further details of compliance with M4(2) and M4(3) standards would be required by condition.
45. A Daylight & Sunlight Report has been submitted in support of the application, and this assesses the daylight and sunlight available to the proposed units. The light levels within the proposed units would be good overall, with only two of the 28 rooms tested unable to meet the BRE's suggested targets. These would be first floor rooms, where the combination of projecting wings and overhanging balconies above would restrict the amount of light these rooms could receive, and they would all be dual aspect units and so would have a good standard of light and outlook overall. The proposed amenity spaces would receive more than the recommended minimum amount of sunlight on 21 March and would also receive plenty of sunlight on 21 June.
46. Separation distances of over 21m would be maintained between directly facing habitable room windows, to ensure that future residents would have adequate privacy and protection from overlooking. A small number of units on the internal corners of the building would face one another at right angles, and windows in these units have been carefully positioned to prevent any overlooking between them. All balconies would be recessed, and this would prevent overlooking between balconies without the need for additional balcony screening, and a planting edge would provide privacy for units with habitable room windows and private terraces adjoining the podium garden.

#### External amenity space

47. The proposal has been assessed against the standards set out in Policy DMP19 and emerging Brent Policy BH13 and London Plan Policy D6 as follows. There are no family-sized units at ground floor level proposed within the scheme and therefore the policy standard of 20sqm per unit would apply to all units.
48. All units would have recessed balconies providing between 5.1sqm and 9sqm of private balcony space. In terms of compliance with Policy DMP19 and emerging Policy BH13, the individual shortfalls against the 20sqm standard have been calculated and added together to result in a cumulative shortfall of 1,620sqm (608sqm for residents of Block A and 1012sqm for residents of Block B). In terms of compliance with Policy D6, all homes would have access to the specified amount of private amenity space (5sqm for 1- or 2-person homes and 1 additional sqm for each additional person).
49. The proposal also includes a first floor podium garden of 550sqm which would be accessible to residents of both blocks, an eighth floor roof terrace of 205sqm on top of the linking element which would be accessible to Block B, and an eleventh floor roof terrace of 351sqm on top of the eleven-storey point block, which would be accessible to residents of that block, Block A. These spaces would provide communal amenity space of 1,106sqm in total. Assuming the use of the podium garden is shared between the blocks on a pro-rata basis according to the number of units, the resultant shortfall would be 48sqm for residents of Block A (approximately 1sqm per home) and 456sqm for residents of Block B



(approximately 6sqm per home). The total shortfall of 514sqm would be broadly comparable to the shortfalls accepted on other high-density developments in the area, and the amount of communal amenity space would be more heavily weighted towards the London Affordable Rent units in Block A, which also comprises a greater proportion of family-sized homes.

50. The Landscape Strategy submitted describes how the communal amenity spaces would be attractively landscaped as densely planted gardens, each including play spaces to provide a diverse range of play elements and allowing for passive surveillance of play areas. The GLA policy requirement for play space is 699.5sqm in this case. The total provision of 671sqm of on-site play space would be broken down into spaces for different age groups (0-3, 4-10, 11-15 and 16-17), and the small shortfall in the amount required for the last group could be mitigated by the proximity of the development to One Tree Hill Recreation Ground to the north. Further details of landscaping, including play equipment and other external furniture, would be required as part of the landscaping condition.
51. Overall, the amenity space provision would be of high quality and offer a variety of experiences. It is considered that the shortfall against Policy DMP19, emerging Policy BH13 and London Plan Policy 3.6 (and emerging Policy S4) standards could be mitigated by a financial contribution of £35,000 towards improvements to One Tree Hill Recreation Ground. This would help to provide enhanced outdoor recreation facilities to support the increased demand resulting from the development, and would accord with Policy 3.6 and emerging Policy S4, which encourages off-site play facilities for older children.

### Conclusion

52. Notwithstanding a small shortfall in the amount of amenity space provided in comparison to policy standards, the proposal would provide a high standard of residential accommodation, in terms of both internal floorspace and external amenity space, and is strongly supported on this basis.

### **Relationship with neighbouring properties**

#### Policy background

53. Any development will need to maintain adequate levels of privacy and amenity for existing residential properties, in line with the guidance set out in SPD1. The building should sit within a 30 degree line of existing habitable room windows and a 45 degree line of existing rear garden boundaries (although it should be noted in this case that the site does not directly adjoin any existing residential properties). Separation distances of 18m to windows and 9m to boundaries with adjoining properties or development sites should be maintained.
54. In terms of impacts on daylight and sunlight to neighbouring properties, BRE Guidelines recommend two measures for daylight. Firstly, the Vertical Sky Component (VSC) assesses the proportion of visible sky and is measured from the centre of the main window. If this exceeds 27% or is at least 0.8 times its former value, residents are unlikely to notice a difference in the level of daylight. Secondly, the No Sky Contour or Daylight Distribution assesses the area of the room at desk height from which the sky can be seen. If this remains at least 0.8 times its former value, the room will appear to be adequately lit.
55. To assess impacts on sunlight to existing south-facing windows and amenity spaces, assessment of Annual Probable Sunlight Hours (APSH) is recommended. The guidance sets a target for windows of 25% of total APSH including 5% in winter months for windows, and for amenity spaces to receive at least two hours sunlight on 21 March and not less than 0.8 times their former value.
56. However, the BRE also recognise that different criteria for daylight and sunlight may be used in dense urban areas where the expectation of light and outlook would normally be lower than in suburban or rural areas, and the NPPF 2019 also supports a flexible approach to applying standards in order to make efficient use of sites.

#### Separation distances

57. The development would retain a separation distance of approx. 9m from the southeastern boundary. Although this boundary is with an electricity substation that is not expected to be relocated so that the site could come forward for redevelopment in the near future, the 9m separation distance would allow it to do so in a similar manner.
58. On the northwestern side, the commercial building on the road frontage would be approx. 8m from the

boundary with the adjoining site. This is considered acceptable given that privacy standards do not apply to commercial buildings. This boundary is roughly L-shaped, with the rear of the site extending further to the northwest, and on this part of the site the lower of the two point blocks would be approx. 16.5m from the boundary, and thus exceeding the 9m separation distance from the neighbouring boundary as set out in SPD1.

59. In terms of the adjoining site to the northwest, this is also part of the proposed site allocation and is the subject of a current planning application ref 20/1151. However, little weight can be given to this application at present as it does not yet have a resolution to grant consent. One front elevation window on each floor in Block A would partly face onto the angled part of the shared boundary, albeit obliquely, at a distance of only 7m. However, given the oblique relationship between the window and the boundary and the fact that only a small part of the window would face onto the boundary your officers consider there would be very limited scope for any overlooking between the two developments to occur. Side-facing windows in these units would retain a distance of 13m to the boundary, however overlooking from the front-facing sections of their balconies could be of concern, and a condition requiring a suitable form of balcony screening on these sections is recommended. Otherwise, the proposal would maintain in excess of the required 9m separation distance from this boundary to allow the adjoining site to come forward in an acceptable form of development.

#### Daylight and sunlight assessment

60. A Daylight & Sunlight Report was submitted. A total of 557 neighbouring residential windows were analysed to understand the impact of the proposed development upon them. These included 270 windows and 220 windows respectively at the recently consented schemes (but not yet constructed) at Minavil House (ref 16/2629) and Alperton House (ref 18/4199), in addition to properties on Bridgewater Road.
61. A high proportion of the windows tested (532 of 557, or 96%) would fully comply with BRE targets for VSC, including all windows at the consented Minavil House and Alperton House developments, and at Nos 2, 9, 13, 17 and 19 Bridgewater Road. Further commentary is provided below on properties with windows that would fail to comply with the targets.
62. 1-2 Dowling Parade is a two-storey building within the designated LSIS, of which the ground floor is in use as a vehicle parts retail outlet. Although there is no planning history to confirm this, council tax records and officer site visits suggest that the building includes two residential units on the first floor, and this is borne out by information submitted with the recent planning application for that site (ref 19/3819), although this information does not include the existing residential layouts. This building is located in close proximity to the northwestern boundary of the site.
63. Of the nine windows tested at this address, four would fail to comply with the BRE targets, retaining a VSC of between 0.7 and 0.8 times their former value. These are located on the southeastern elevation and have a direct view over the proposal site. The existing buildings on this and the adjoining site are low-rise and the levels of light currently received at these windows is unusually high for an urban context (between 34% and 38% VSC). Thus, although the VSC values of these windows would fall to between 0.7 times and 0.8 times their former values, the VSC values would still be between 24% and 26%, just below the recommended 27%. The BRE Guidelines advocates the use of alternative targets where unusual baseline conditions exist. It is important to note that these existing units are in a designated industrial site without the benefit of planning permission, that this site is also proposed to be allocated for redevelopment, and that a planning application to redevelop the site is currently under determination. Furthermore, although no internal layouts are available, it is assumed that the two units are both dual aspect as the first floor has a number of windows on all four sides, and consequently that both would retain light from an alternative aspect following the development (the average retained VSC across the nine windows tested would be 31%, which is considered very good for an urban location, and the six rooms tested for NSL would all continue to meet BRE targets).
64. 1-19 Bridgewater Road (odd numbers): these properties are two-storey terraced houses located to the southwest of the site across the road. As such they currently look onto the low-rise buildings of this and the adjoining undeveloped industrial sites and therefore have unusually high levels of existing VSC. Of the 54 windows tested, 33 would continue to meet the VSC targets. Fourteen windows would retain VSC values of between 0.7 times and 0.8 times their former value. Nine would retain VSC values of between 0.6 times and 0.7 times their former value, and two would retain VSC values of less than 0.6 times their former value. However, fifteen of the affected windows would still retain relatively high VSC values of over 20% but under 27%. The windows affected include both ground floor and first floor windows and are

assumed to serve living areas and bedrooms, although some of the smaller first floor windows may serve bathrooms. They include large bays at both ground and first floor which are served by two or three windows, all of which have been tested separately.

65. The NSL test, which assesses the distribution of daylight within the rooms served by these windows, provides a further measure to understand the impact on neighbouring amenity more fully. This test was applied to 365 rooms served by the 557 windows, and all rooms tested fully comply with the recommended values. This suggests that, although some windows would fail to meet the VSC targets, all of the properties affected would generally continue to appear well lit.
66. In terms of overshadowing and loss of sunlight, the impact on 58 existing rooms facing within 90 degrees of due south has been assessed. Two rooms at 15 Bridgewater Road (a living room and bedroom) would fail to meet the recommended target for annual sunlight, although they would meet the target for winter sunlight. However, it is noted that these windows face northeast and would only receive sunlight in the early morning in any case.
67. Overshadowing to neighbouring amenity spaces has also been assessed. The Alperton School playground would receive sunlight throughout the day with some minor shadow effects on 21 March, would notice minimal change on 21 December and would experience minor shadow effects between 3pm and 5pm on 21 June. The adjoining site to the northwest would experience some overshadowing at the rear of the site in the early morning on 21 March and more noticeable morning overshadowing on 21 June, however this site does not currently have a resolution to grant consent and its redevelopment would in turn be likely to create some overshadowing to the application site. These impacts are considered to be acceptable given the high density urban context of the scheme. There are no other amenity spaces that could be affected, due to the position of the site to the north of most other properties in the area.

## Conclusion

68. Adequate separation distances would be retained to allow neighbouring development sites to come forward in an appropriate manner. The impacts on daylight and sunlight to neighbouring properties and their amenity spaces would be minimal given the emerging high density character of the area and the scale of the development. It is important to note that the NPPF paragraph 123 encourages a flexible approach to applying guidance on daylight and sunlight where this helps to make efficient use of a site to deliver new housing, whilst the wider benefits of a scheme providing 100% affordable housing are also considered to outweigh any concerns in this respect. The proposal is considered to establish an acceptable relationship with neighbouring properties and development sites.

## **Sustainability and energy**

### Policy background

69. Planning applications for major development are required to be supported by a Sustainability Statement in accordance with Policy CP19, demonstrating at the design stage how sustainable design and construction measures would mitigate and adapt to climate change over the lifetime of the development, including limiting water use to 105 litres per person per day. Major commercial floorspace is required to achieve a BREEAM Excellent rating and this also needs to be appropriately evidenced.
70. Major residential developments are expected to achieve zero carbon standards including a 35% reduction on the Building Regulations 2013 Target Emission Rates achieved on-site, in accordance with London Plan Policy 5.2. An Energy Assessment is required, setting out how these standards are to be achieved and identifying a financial contribution to Brent's carbon-offsetting fund to compensate for residual carbon emissions.
71. For non-domestic floorspace, the policy target is a 35% on-site reduction, and this is to be evidenced separately in the Energy Assessment. However, significant weight is also given to the new London Plan draft Policy SI2, which includes specific targets for energy efficiency measures and applies the zero carbon standard including 35% reduction in on-site emissions to both residential and commercial development.

### Assessment of proposal

72. The proposal is supported by an Energy Statement, which sets out in detail the measures proposed to

achieve the policy targets. These include a thermally-efficient building envelope reflecting passive design principles, together with high-efficiency, resulting in energy efficiency savings of 15.3% for the residential elements and 16.7% for the commercial. Efficient services and an on-site district heating network based around a communal ground-source heat pump, together with 160sqm of photovoltaics on the roof of Block B, would bring the total on-site carbon reduction for the residential element up to 64.4% and for the commercial element to 41.7%.

73. Based on these details, the proposal would exceed the policy target for both residential and commercial floorspace reductions on-site. A financial contribution to Brent's carbon offsetting fund, estimated at this stage to be £125,416, would be secured through the s106 agreement, together with revised Energy Statements at detailed design and post-completion stages.
74. The GLA have requested further detailed information in relation to the district heating network connection, overheating and ground source heat pumps. These matters are mainly of a technical nature and are being addressed with the GLA prior to the Stage 2 referral.
75. A BREEAM Pre-Assessment has also been submitted. This demonstrates that the commercial floorspace would achieve an Excellent rating based on the measures that can be targeted at this stage, and that further measures that could be applied at the detailed design and construction stages would potentially increase the score further. A Post-Completion Certificate would be secured through the s106 agreement, to ensure that a BREEAM Excellent rating is delivered.
76. A Sustainability Statement has been provided, providing an overview of sustainable design and construction measures in accordance with Policy CP19. These include the use of internal blinds in residential units to reduce overheating, water efficient fixtures to reduce water consumption (residential use targeted at 105 litres per person per day), selection of building materials based on embodied impact and responsible / local suppliers, and use of blue roofs and water butts.

#### Impacts on microclimate and reception of TV and radio services

77. A wind microclimate study was carried out, to determine if wind comfort and safety conditions would be suitable for pedestrian activities at the site and its surroundings. This study found that the proposed development would result in some increases in wind speeds at the east and west of the proposed development, but that these would still be suitable for pedestrians walking through the area. It also identified that some residential balconies would not have enough sheltering from southerly windows to allow sitting and standing, and a redesign of the proposed perforated metal balustrades was recommended. Small areas of higher wind speeds in the communal amenity spaces and entrance to Block B were identified, which could be mitigated through suitable landscaping measures. These recommendations have been incorporated into the design of the proposal as submitted, ie balcony balustrades have been redesigned in solid materials and tree planting has been incorporated in the affected areas as recommended, and this process ensures that wind conditions in and around the the proposed development would be suitable for the intended use.
78. A survey of predicted impacts from the development on TV and radio reception to neighbouring properties was submitted, including FM radio and digital terrestrial and satellite television. Terrestrial signals within 150m to the northwest of the site could be affected, but this could be mitigated by measures such as repositioning or enhancing aerials. No satellite receivers would be affected and the development is considered unlikely to impact on FM radio broadcasts.

### **Environmental health considerations**

#### Air quality

79. The site is within an air quality management area and an air quality assessment has been submitted.
80. Environmental health officers have reviewed the assessment, and consider it to be acceptable subject to the use of heat pumps for the heating system and the development remaining car free apart from Blue Badge spaces (parking is discussed under Transport Considerations below). There is no requirement for air quality mitigation measures to be integrated within the development. The proposal therefore complies with London Plan Policy 7.14 and emerging Policy SI1, together with Brent's draft Local Plan Policy BSUI2.

#### Noise and vibration

81. In accordance with Policy D13 of the draft London Plan, the proposal has been assessed in terms of noise and vibration. This 'Agent of Change' policy seeks to ensure that redevelopment of industrial sites to include residential uses provides acceptable standards of residential accommodation but does not prejudice the continued operation of neighbouring industrial sites.
82. A Noise and Vibration Assessment was submitted with the planning application. The assessment details the noise impact upon the proposed development from the existing noise climate, and the potential noise impact of mechanical plant and equipment within the development site upon existing nearby noise receivers. Furthermore, given the proximity of the Piccadilly Line operated by London Underground, the assessment also details the ground-borne vibration impact of the trains upon the proposed development.
83. The assessment recommends mitigation measures to achieve comfortable internal and external acoustic environments in the proposed buildings, and suitable noise limits for new fixed mechanical plant and equipment. It recommends that bedrooms throughout the development should be mechanically ventilated as external noise would exceed levels recommended for sleep, although some living spaces and the workspaces could be naturally ventilated and still achieve recommended noise levels. Openable windows would be provided to allow for purge ventilation for short periods of time or to allow individual residents to choose natural ventilation.
84. Environmental Health have been consulted and confirm that the assessment complies with relevant standards and is acceptable, subject to the recommended mitigation measures being implemented. No further conditions are required.

#### Contaminated land

85. Environmental Health officers have reviewed the site investigation report submitted and agree with its recommendations for further sampling and testing after demolition of the existing buildings. This would be secured by conditions, together with any necessary remediation measures.

#### Construction process

86. A condition is recommended, to secure the submission of a Construction Method Statement prior to commencement, to control dust, noise and other nuisance impacts of the construction process.

#### **Flood risk and drainage**

87. The site is within a Flood Zone 1 for river flooding, but is susceptible to groundwater flooding and is within a flood zone 3a for surface water flooding, with a high risk of flooding during significant rainfall on the public highway due to low points and sewer capacity. London Plan Policy 5.13 and Brent Policy DMP9b require sustainable drainage measures on major development sites, and this requirement is carried forward in the emerging London Plan Policy SI13 and Local Plan Policy BSUI4.
88. A Flood Risk Assessment and Drainage Strategy has been submitted to address these issues, and the applicants have been in discussion with the Local Lead Flood Authority (LLFA) to provide further information on the measures proposed. These measures include blue-roof systems to hold rainwater temporarily at roof level and water butts used to irrigate soft landscaped areas including the first floor podium.
89. The LLFA considers the drainage strategy to be acceptable and appropriate for the proposed development. The GLA also consider that it complies with London Plan policies.

#### **Trees, landscaping and biodiversity**

90. Trees are a material planning consideration in any planning application, and Brent's draft Local Plan Policy BGI2 requires major developments to make provision for planting and retention of trees on site. In this case, an Arboricultural Survey has been submitted which identifies four Category C trees and one Category C tree group that could be affected by the development (these include three trees along the road frontage, one tree outside the southeastern boundary and a tree group along the northeastern boundary with the railway embankment). The Survey recommends retaining all but the one tree on the southeastern boundary (this is a young self-set tree growing predominantly in hardstanding on land belonging to the electricity substation) if possible.

91. An Arboricultural Impact Assessment and Method Statement has also been submitted, and sets out measures for protective fencing during construction. These measures are considered to be adequate and appropriate given the low arboricultural value of the trees concerned, however a condition is recommended to require the replacement of any street trees that may need to be removed as a result of construction works.
92. The adjacent railway line embankments are also part of a designated wildlife corridor protected by Brent's Policy DMP8 and emerging policy BG11. To assess potential biodiversity impacts, the application has been supported by an Ecological Report providing the results from a desk study, extended phase 1 habitat survey and surveys for bats and reptiles.
93. The Report concludes that there are no statutory designated sites near the proposal site, and that the nearest Site of Importance for Nature Conservation (SINC) would not be directly affected as it is approximately 30m north of the site at One Tree Hill. No areas of ancient woodland were identified near the site, and no Habitats of Principal Importance within close proximity such that they would be affected by the development. The buildings surveyed on site were found to have low or negligible potential for bat roosting, and no bats or evidence of bats were recorded. A reptile survey was conducted within areas of suitable habitat on site, but no reptiles were recorded. No protected species were found, however breeding birds and hedgehogs could be present within the site owing to the suitable habitats present, and precautionary mitigation measures are recommended in the Report to minimise any impacts on these.
94. Ecological enhancements are proposed, including planting of native species and providing bird nesting and invertebrate habitat features, and further details of these would be secured through the landscaping condition.
95. Subject to compliance with the recommendations of the submitted reports, the proposal is considered to be acceptable in terms of its impact on trees and biodiversity and in compliance with Policy DMP8 and emerging Policies BG11 and BG12.

### **Urban greening**

96. London Plan Policy 5.10, draft London Plan Policies G1 and G5, and Brent's emerging Policy BG11, encourage development proposals to embed urban greening as a fundamental element of site and building design, and draft policies require detailed information on the development's urban greening factor to be submitted as part of major planning applications.
97. The Urban Greening Factor for the proposal has been calculated in accordance with draft Policy G5, which recommends a target score of 0.4 for predominantly residential developments. The proposal would achieve a score of 0.35 and, whilst this falls short of the draft policy target, the proposal would provide a significant uplift in greening and would utilise greening measures including trees, high quality landscaping and intensive gardens at roof level. Therefore, on balance, it is considered that the proposal maximises urban greening provision and the level of green cover is acceptable in this instance.

### **Transport considerations**

98. Bridgewater Road is a London distributor road and a bus route with two lanes in each direction. There is a roundabout junction with Manor Farm Road on the site frontage. On-street parking on Bridgewater Road is prohibited from 8am to 6.30pm on Mondays to Saturdays and loading is prohibited during weekday peak hours. The nearby Burnside Road is classified as being heavily parked at night.

### **Access**

99. The proposal includes a one-way service road running along the sides of the building and through an undercroft at the rear which also provides access to undercroft parking. The service road would have a minimum width of 5m and a headroom of 5m beneath the gated undercroft to provide suitable clearance for delivery and refuse vehicles. Tracking diagrams have been provided to show that 10m refuse vehicles and 8m box vans could negotiate the entire route around the site, including the tight right-angle bends. The same applies to fire appliances, giving them full access to the building perimeter.
100. The surfacing of the service road, the undercroft parking and the footway along the front of the building are proposed to comprise block pavers, thereby providing a shared surface for the service road. A number of raised planters with trees and integral seating are proposed alongside the service road to

improve its appearance and provide resting areas for pedestrians, as well as to help define partially segregated pedestrian routes to the residential block entrances with the help of bollards. Each of the residential entrances would also provide an exit at the rear into the undercroft parking area. Pedestrian access to the workspace block would be taken directly from the Bridgewater Road frontage.

101. The one-way arrangement of the service road has been supported by your transport officers, in particular because it removes any need to accommodate right-turning movements into and out of Bridgewater Road. By bringing all vehicular traffic onto the site to the east of the Bridgewater Road/Manor Farm Road roundabout and out of the site to the west of the roundabout, traffic would be able to turn left-only into and out of the site and use the roundabout to perform any necessary U-turns. Transport for London have welcomed the left-only arrangement as being consistent with Vision Zero objectives and the Healthy Streets approach.
102. Highway works would be needed to amend the existing site access to reduce its width from 16.5m to 6.7m and, to complement this arrangement, the existing gap in the central island in front of the site entrance would need to be closed up as part of the highway works.
103. The plans also propose to provide a newly resurfaced 2.4m wide footway along the Bridgewater Road frontage, pushed back partly into the site to allow the existing grass verge along the frontage to be extended along the whole length of the site. This has been supported by transport officers, and also supports Transport for London's Vision Zero and Healthy Streets approach. Land from the site would need to be dedicated as highway through a Section 38 Agreement to ensure the adoption of the whole width of the new footway. The precise route of the footway in the southeastern corner of the site adjoining the site access would also need to be more clearly defined to ensure it links seamlessly with the existing footway on Bridgewater Road to the east. These matters would be secured by condition.
104. A lighting report has been provided for the proposed service road. This calculates that the eleven proposed LED lanterns on 5m high columns around the site perimeter and seven tree uplighters would produce an average horizontal illuminance of 17-20 lux along the eastern and western lengths of the road, with uniformity ratios in the range 0.14-0.19. This would provide enhanced lighting in accordance with lighting classes CE3/CE4 to reflect the shared use of the route by vehicles and pedestrians, which is appropriate.

#### Parking provision

105. The PTAL rating for the site is 4 (good) and so the lower residential car parking allowances set out in Table 6 at Appendix 1 of the adopted Development Management Policies 2016 apply. The location of the site to the north of the Dudding Hill railway line also means that the higher allowance of one space per 200sqm for employment use set out in Table 3 applies. The emerging policy context strongly supports a move towards more sustainable travel choices, in particular draft London Plan Policy T6 expects car free development (in which only designated Blue Badge parking is provided) to be the starting point in accessible locations such as this, and draft Local Plan Policy BT2 also encourages car free development where a Controlled Parking Zone is in operation or can be achieved.
106. Up to 102 residential and nine commercial car parking spaces would therefore be allowed and the proposed provision of just nine off-street disabled parking spaces would accord with maximum standards. However, Policy DMP12 also requires that any overspill parking that is generated could be safely accommodated on-street in the area. In this respect, it is generally assumed that private housing would generate parking at 75% of the maximum allowance and affordable housing at 50% of the maximum allowance. With the proposed mix of units, this would translate to an estimated demand for up to 66 spaces (although data for flats held on the 2011 Census suggests a much higher car ownership level in this area).
107. With only nine off-street spaces proposed, an overspill of about 57 cars could be expected. This level of on-street parking demand exceeds the on-street parking capacity along the site frontage or in the wider area (which is already heavily parked), so would be a concern unless suitable mitigation is applied. To this end, given the site location within a Housing Zone and Growth Area, where other nearby developments have recently been approved with limited levels of off-street parking, there is likely to be increasing demand for a Controlled Parking Zone in the area to address parking problems (as proposed in the Alperton Housing Zone Transport Assessment).
108. A CPZ would allow the right of future residents to park within the CPZ to be restricted by the Council, retaining on-street parking within the area for existing residents. This would mitigate parking concerns

arising from the proposal. These parking permit restrictions would be secured through the s106 agreement, in addition to a financial contribution of £60,000 towards the costs of implementing a CPZ in the area. In general, by minimising new vehicle traffic and creating an expectation that new residents would use other modes of travel, a car free development would contribute towards the Council's wider aims of encouraging sustainable travel choices, as set out in draft Policy BT1.

109. Car Clubs are operating from nearby Atlip Road and 243 Ealing Road. To help to promote these, the applicant has confirmed in their Travel Plan that they would be willing to fund membership of a Car Club to incoming residents for three years, and this would also be secured through the s106 agreement.
110. The London Plan requires disabled parking to be provided at the outset for 3% of residential units, which would give a requirement for four spaces. Nine spaces would be provided, comprising eight in an undercroft car park and one along the proposed service road, which would provide surplus spaces should demand require it. Of the proposed spaces, it is confirmed that 20% (two spaces) would be provided with electric vehicle charging points at the outset, with the remainder having passive provision. Transport for London have requested a Parking Design and Management Plan, including further information as to how 10% disabled parking could be provided on site in future if required, to be secured by condition.

#### Cycle parking

111. Draft new London Plan Policy T5 requires the provision of 1.5 cycle parking spaces per 1bed flat and two spaces for every 2bed or 3bed flat, giving a total requirement for 230 secure residential spaces. A further three short-stay visitor spaces are also required. For the workspace, eight long-term spaces are required, and two short-stay spaces.
112. Three cycle storage rooms for residents are proposed at ground and first floor levels, with a total capacity for 232 cycles on a mixture of two-tier racks and 'Sheffield' stands. The size of the lift and width of the corridor access to the first floor store is suitable for transporting cycles, so this would be an acceptable location for the store. A further storeroom for 14 cycles along with showering facilities for the workspace is shown on the ground floor to meet its long-stay requirement. For visitors, the proposed provision of seven external 'Sheffield' stands along the service road around the perimeter of the building exceeds the required standards.
113. Transport for London have requested further details of the cycle parking provision by condition, to ensure that this fully complies with the London Cycling Design Standards and includes wider spaces for non-standard cycles.

#### Servicing

114. Three bin stores for the commercial and residential units are proposed around the edge of the building, fronting the proposed service road to allow easy access for collection. The capacity shown for the residential stores (28 Eurobins and 13 wheeled bins) is sufficient to meet residential storage standards.
115. Under the standards set out in Appendix 2 of the adopted Development Management Policies 2016, the workspace would need servicing by 8m rigid vehicles. A loading bay (3m x 8m) has been indicated on the proposed service road at the southeastern end of the building to satisfy this standard.
116. A Delivery & Servicing Plan has also been submitted and although this does not propose any practical measures to manage delivery movements to the site, transport officers consider that this is not a major concern due to the scale of the proposal and the availability of off-street servicing space. Transport for London have drawn attention to the lack of any dedicated servicing facility near the northern residential block, however it is considered that delivery vehicles serving this block could wait in the service road for short periods of time given the low levels of traffic expected on site.

#### Transport Assessment

117. A Transport Assessment has been submitted with the application, to consider likely future trips to and from the site. For the residential units, the number of trips has been based upon surveys of six other similar residential developments in outer London, whilst for the employment space, the number of trips has been estimated based upon average staff occupancy of 20 staff per sqm (i.e. 95 staff), with 50% of staff estimated to arrive and depart during peak hours. The modal share outputs have then been adjusted to reflect the fact that very limited parking would be provided on the site, although to be robust this would rely upon a Controlled Parking Zone being introduced in the area in the future to prevent



on-street parking.

118. As a result of the assessment, the development is estimated to generate 56 arrivals and 84 departures in the am peak hour (8-9am), and 49 arrivals and 63 departures in the evening peak hour (5-6pm) by all modes of transport. In terms of vehicle trips, just one car movement is expected in each peak hour, due to the very low parking provision. Deliveries to the residential units and workspace are estimated at 16 per day, with up to three deliveries in any given hour. These estimated flows are too small to have any noticeable impact on the local highway network.
119. For public transport trips, 26 to 32 bus trips are estimated in each peak hour, with 41-54 trips estimated by rail and Underground. These are fairly evenly split between arrivals and departures, as the mix of residential use and workspace on the site would generate flows in different directions in each peak hour.
120. Journey to work data from the 2011 census have then been used to establish likely key origins and destinations for journeys and using this data, journeys have been assigned to particular bus and rail routes. This assessment shows that less than one additional passenger would be generated on any particular bus, whilst the maximum impact on rail services would be an additional 1.3 passengers per train on the Piccadilly line into and out of Central London. The impacts are therefore considered to be negligible.
121. Transport for London have queried some points in the Transport Assessment and are in further discussion with the applicants on this. Further updates will be reported via the Supplementary Agenda, however these are considered to be minor technical points that do not fundamentally alter the highways impacts of the proposal.
122. The Transport Assessment has also considered the road accident history in the vicinity of the site by looking at killed or seriously injured (KSI) accidents over the last three years (2016-2018). This identified three KSI accidents at the Bridgewater Road/Manor Farm Road mini-roundabout junction, of which two involved cyclists. This rate is considered to be high.
123. However, as the proposal would provide highway widening along the site frontage (allowing scope to potentially provide an off-road cycle route along the frontage to bypass the roundabout) and would reduce the number of vehicle turning movements into and out of Bridgewater Road, it would generally offer minor improvements to road safety in the area, rather than any disbenefits. It would also provide CIL funding that could be directed towards any identified improvements to cycling facilities along Bridgewater Road in future.

### Travel Plan

124. To help to manage travel demand to and from the development, a Framework Travel Plan has been submitted, covering both the residential accommodation and the workspace. Separate Travel Plan Co-ordinators would look after each aspect of the Travel Plan, under the guidance of a site-wide Sustainable Transport Manager.
125. The Framework Travel Plan sets out a number of measures to be implemented by the Travel Plan Co-ordinators to support the 'car-free' development. These include the provision of Travel Information packs, display of information on noticeboards, personal journey planning advice, promotion of local Car Clubs through three years' free membership for residents, provision of interest-free season ticket loans for workplace staff and participation in the Department for Transport Cycle to Work scheme.
126. The target is to keep travel by non-car modes above 90% of total trips, and this would be monitored one, three and five years after opening through the undertaking of pedestrian and cyclist counts, monitoring of use of cycle storage and monitoring of deliveries. Although this is acceptable in principle, the standard practice is to ensure travel surveys are carried out in accordance with TRICS or i-TRACE survey standards. Therefore, in securing the Travel Plan through the s106 Agreement, a clause requiring the monitoring surveys to be to appropriate standards would be sought.

### Construction Logistics Plan

127. A draft Construction Logistics Plan is included in the Transport Assessment, and considers transport arrangements during the anticipated 28-month construction period. Average deliveries are expected to total about eight vehicles per day during the majority of the works, peaking at about 15 vehicles (30 movements) in week 25 (with the superstructure works finishing and cladding and fit-out underway). As

the site fronts a major London distributor road, these volumes are acceptable in principle.

128. Deliveries would be pre-scheduled using a booking system to ensure adequate unloading space and holding space within the site at all times, with deliveries to be scheduled outside of peak hours. A just-in-time system would be used to minimise on-site storage requirements, whilst goods would also be smartly procured to ensure full loads where possible.
129. Delivery vehicles would be expected to travel to the site via the A40 Western Avenue or A406 North Circular Road, leaving at the Hanger Lane junction and travelling along Ealing Road to reach the site from the south. Existing accesses would be used to enter and leave the site as per the permanent access arrangements, with vehicles restricted to left turns only with the aid of banksmen. Wheel washing facilities would be provided at the site egress. All vehicles would be FORS and CLOCS registered to maintain safety standards.
130. The site would be enclosed by hoardings and it is not anticipated that these would need to extend out over the footway of Bridgewater Road, so there should be no need for any footway closures. Only limited staff parking would be available on site, so a Travel Plan is proposed to encourage travel by alternative modes than the car.
131. The outline CLP provided in the Transport Assessment is acceptable as the basis for a final CLP which would be required by condition when the principal contractor has been appointed and prior to commencement.

### Conclusion

132. There are no objections in relation to transport, subject to conditions and s106 obligations as discussed above.

### **Equalities**

133. In line with the Public Sector Equality Duty, the Council must have due regard to the need to eliminate discrimination and advance equality of opportunity, as set out in section 149 of the Equality Act 2010. In making this recommendation, regard has been given to the Public Sector Equality Duty and the relevant protected characteristics (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation).

### **Environmental Impact Assessment**

134. On 4 April 2019 the applicants submitted a request for an Environmental Impact Assessment Screening Opinion. On 10 April 2019, the local planning authority published its Screening Opinion, which concluded that an Environmental Impact Assessment was not required for this development. The design of the scheme was subsequently changed and on 28 October 2019 the local planning authority published a revised Screening Opinion, again concluding that an Environmental Impact Assessment was not required.

### **Conclusion**

135. Following the above discussion, officers consider that taking the development plan as a whole, the proposal is considered to accord with the development plan, and having regard to all material planning considerations, should be approved subject to conditions and completion of Section 106 Agreement.
136. Whilst the provision of industrial workspace on site falls below the level that would be expected of Brent to continue to meet identified industrial needs and no affordable workspace is proposed, a balance has to be struck between different planning objectives, and the provision of 100% affordable housing is a significant planning benefit that carries significant weight. Whilst the scheme does fall short on external amenity space standards set out in Policy DMP19 and draft Policy BH13, the quality of accommodation is considered to be good and this would be mitigated through a financial contribution, and the wider benefits of the scheme including 100% affordable housing and improved public realm are also considered to outweigh the limited harm. As such, the conflict with emerging policy on industrial capacity is limited and would be outweighed by the wider benefits of redeveloping the site for affordable housing.

## CIL DETAILS

This application is liable to pay **£4,413,581.15** \* under the Community Infrastructure Levy (CIL).

We calculated this figure from the following information:

Total amount of eligible\* floorspace which on completion is to be demolished (E): 640 sq. m.

Total amount of floorspace on completion (G): 14434.8 sq. m.

Use	Floorspace on completion (Gr)	Eligible* retained floorspace (Kr)	Net area chargeable at rate R (A)	Rate R: Brent multiplier used	Rate R: Mayoral multiplier used	Brent sub-total	Mayoral sub-total
(Brent) Businesses and light industry	1878.7	0	1795.4	£0.00	£0.00	£0.00	£0.00
(Brent) Dwelling houses	12556.1	0	11999.4	£200.00	£0.00	£3,578,391.45	£0.00
(Mayoral) Businesses and light industry	1878.7	0	1795.4	£0.00	£60.00	£0.00	£108,700.56
(Mayoral) Dwelling houses	12556.1	0	11999.4	£0.00	£60.00	£0.00	£726,489.14

BCIS figure for year in which the charging schedule took effect (Ic)	224	331
BCIS figure for year in which the planning permission was granted (Ip)	334	
<b>TOTAL CHARGEABLE AMOUNT</b>	<b>£3,578,391.45</b>	<b>£835,189.70</b>

\*All figures are calculated using the formula under Regulation 40(6) and all figures are subject to index linking as per Regulation 40(5). The index linking will be reviewed when a Demand Notice is issued.

\*\*Eligible means the building contains a part that has been in lawful use for a continuous period of at least six months within the period of three years ending on the day planning permission first permits the chargeable development.

Please Note : CIL liability is calculated at the time at which planning permission first permits development. As such, the CIL liability specified within this report is based on current levels of indexation and is provided for indicative purposes only. It also does not take account of development that may benefit from relief, such as Affordable Housing.

## DRAFT DECISION NOTICE



# Brent

## DRAFT NOTICE

TOWN AND COUNTRY PLANNING ACT 1990 (as amended)

## DECISION NOTICE – APPROVAL

Application No: 19/4541

To: Mrs Ladden Timbers  
Barton Willmore  
7 Soho Square  
London  
W1D 3QB

I refer to your application dated **24/12/2019** proposing the following:

Demolition of the existing buildings and structures, the erection of a 'co-location' scheme ranging in height from 4 to 19 storeys, incorporating industrial floorspace with residential units, together with associated landscaping, vehicular access arrangements, car and cycle parking, servicing and refuse and recycling facilities.

and accompanied by plans or documents listed here:  
Please see Condition 2.

at **2A, Part of Former Westend Saab and Boyriven Textile, Bridgewater Road, Wembley, HA0 1AJ**

The Council of the London Borough of Brent, the Local Planning Authority, hereby **GRANT** permission for the reasons and subject to the conditions set out on the attached Schedule B.

Date: 15/06/2020

Signature:

**Gerry Ansell**  
Head of Planning and Development Services

### Notes

1. 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.
2. This decision does not purport to convey any approval or consent which may be required under the Building Regulations or under any enactment other than the Town and Country Planning Act 1990.

DnStdG

**SUMMARY OF REASONS FOR APPROVAL**

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

National Planning Policy Framework 2019  
London Plan 2016  
Brent Core Strategy 2010  
Brent Development Management Policies 2016

- 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):

A-E10-000  
A-E10-001 PL0  
A-P11-000 PL1  
A-P11-001 PL1  
A-P11-002 PL1  
A-P11-003 PL1  
A-P11-004 PL1  
A-P11-005 PL1  
A-P11-006 PL1  
A-P11-007 PL1  
A-P11-008 PL1  
A-P11-009 PL1  
A-P11-010 PL1  
A-P11-011 PL1  
A-P11-012 PL1  
A-P11-013 PL1  
A-P11-014 PL1  
A-P11-015 PL1  
A-P11-016 PL1  
A-P11-017 PL1  
A-P11-018 PL1  
A-P11-019 PL0  
A-P12-001 PL1  
A-P13-001 PL1  
A-P13-002 PL1  
A-P13-003 PL1  
A-P13-004 PL1  
A-P13-005 PL1  
A-P13-006 PL1  
A-P13-007 PL1  
A-P13-008 PL1  
A-P13-030 PL0  
A-P13-031 PL1  
A-P13-032 PL0  
A-P13-033 PL1  
A-P13-034 PL0  
A-P13-035 PL1  
A-P13-036 PL1

Air Quality Assessment (Buro Happold Engineering, Ref 042962 Rev 01, 19 November 2019)  
Alpertown Masterplan (Patel Taylor, December 2019)  
Arboricultural Impact Assessment and Arboricultural Method Statement (Thomson Environmental Consultants, Ref VBHE108/002, November 2019)  
Arboricultural Survey (Thomson Ecology, Ref VBHE108/001, March 2019)  
BREEAM Pre-Assessment Report (Frankham Consultancy Group, Ref 227150-FCG-ZZ-XX-RP-Y-0206-S2-P01, November 2019)  
Daylight, Sunlight & Overshadowing Report (Point 2 Surveyors Ltd, Ref P2288 V1, December 2019)  
Ecological Appraisal Summary and Report (Buro Happold Engineering, Ref 042962, 19 November 2019)  
Energy Assessment (Frankham Consultancy Group, Ref 000000-FCG-ZZ-XX-RP-Z-0204-S2-P03, December 2019)  
External Lighting Assessment (Frankham Consultancy Group, Ref 227150-FCG-ZZ-XX-RP-E-0203-S2-P02, November 2019)  
Fire Strategy (BB7, Ref MSF 031 REV 4, 6 December 2019)  
Framework Travel Plan (Velocity Transport Planning Ltd, Ref 2490/1100 Version 1.0, December 2019)  
FRA and Drainage Strategy (Tulley De'Ath, Ref 12255, 22 November 2019)  
Landscape Strategy (Turkington Martin, November 2019)  
Main Investigation Report (Soils Limited, Ref 16883/MIR, June 2018)  
Outline Construction Logistics Management Plan (Martin Arnold, Ref PBDY: 3174, 4 April 2018)  
Overheating Assessment (Frankham Consultancy Group, Ref 227150-FCG-ZZ-XX-RP-M-0202-S2-P02, November 2019)  
Planning and Affordable Housing Statement (Barton Willmore, December 2019)  
Pre-application report - Noise and Vibration (Buro Happold Engineering, Ref 0042962, 20 November 2019)  
Preliminary Investigation Report (Soils Limited, Ref 16883/PIR, May 2018)  
Sustainability Report (Frankham Consultancy Group, Ref 227150-FCG-ZZ-XX-RP-Y-0207-S2-P02, December 2019)  
Television and Radio Reception Impact Assessment (GTech Surveys Limited, 18 December 2019)  
Townscape and Visual Impact Appraisal (ARC, Ref A242 RE01 v1, December 2019)  
Transport Assessment (Velocity Transport Planning Ltd, Ref 2490/1100 D002, December 2019)  
Wind Microclimate (Buro Happold Engineering, Ref 0032543, 17 December 2019)

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

- 3 The residential units hereby approved shall at no time be converted from C3 residential to a C4 small HMO, notwithstanding the provisions of Schedule 2 Part 3 Class L of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order) without express planning permission having first been granted by the Local Planning Authority.

Reason: To ensure that an adequate standard of accommodation is maintained in all of the residential units and in view of the restricted space within the site to accommodate additional bin or cycle storage.

- 4 The non-residential floorspace hereby approved shall only be used for Class B1(b) uses related to industrial products or processes or B1(c) uses and shall at no time be converted to C3 residential use, notwithstanding the provisions of Schedule 2 Part 3 Class PA, of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order) without express planning permission having first been granted by the Local Planning Authority.

Reason: To ensure the retention of industrial floorspace on the site.

- 5 The scheme hereby approved shall contain 124 residential units as detailed in the drawings hereby approved, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of proper planning.

- 6 The southwest-facing openings of balconies to units A01.02, A02.02, A03.02, A04.02, A05.02, A06.02, A07.02, A08.02, A09.02, A10.02. shall be obscured to a height of 1.8m above finished floor level, unless otherwise approved in writing by the local planning authority.

Reason: To ensure adequate standards of privacy are retained for neighbouring residents.

- 7 The residential car parking spaces, commercial loading bay, residential and commercial cycle storage and residential and commercial refuse stores shall be provided in full prior to first occupation of the development, shall be used for the parking of vehicles, servicing, and storage of cycles/bins associated with the development and shall not be used for any other purpose unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interest of highway flow and safety.

- 8 The development shall be carried out in full accordance with the approved reports Air Quality Assessment (Buro Happold Engineering, Ref 042962 Rev 01, 19 November 2019) and Pre-application report - Noise and Vibration (Buro Happold Engineering, Ref 0042962, 20 November 2019).

Reason: To ensure adequate mitigation of air quality and noise impacts.

- 9 The development shall be carried out in full accordance with the approved Arboricultural Impact Assessment and Arboricultural Method Statement (Thomson Environmental Consultants, Ref VBHE108/002, November 2019) and Ecological Appraisal Summary and Report (Buro Happold Engineering, Ref 042962, 19 November 2019).

Reason: To ensure adequate protection for retained trees, and species and habitats of value.

- 10 All Non-Road Mobile Machinery (NRMM) of net power of 37kW and up to and including 560kW used during the course of the demolition, site preparation and construction phases shall comply with the emission standards set out in chapter 7 of the GLA's supplementary planning guidance "Control of Dust and Emissions During Construction and Demolition" dated July 2014 (SPG), or subsequent guidance. Unless it complies with the standards set out in the SPG, no NRMM shall be on site, at any time, whether in use or not, without the prior written consent of the local planning authority. The developer shall keep an up to date list of all NRMM used during the demolition, site preparation and construction phases of the development on the online register at <https://nrmm.london/>

Reason: To protect local amenity and air quality in accordance with Brent Policy DMP1 and London Plan policies 5.3 and 7.14

- 11 Prior to the commencement of the development a Construction Method Statement (CMS) shall be submitted to and approved in writing by the Local Planning Authority, outlining measures that will be taken to control dust, noise and other environmental impacts of the development. The CMS shall include details of a dust monitoring plan, to be implemented during construction and demolition works.

All agreed actions shall be carried out in full.

Reason: To safeguard the amenity of the neighbours by minimising impacts of the development that would otherwise give rise to nuisance

Reason for pre-commencement condition: These impacts can arise at any time from the start of construction works, and adequate controls need to be in place at this time.

- 12 Prior to commencement of development, a Construction Logistics Plan, identifying anticipated

construction traffic movements and setting out measures to manage and minimise the construction traffic impacts arising from the development, taking into account other construction projects in the vicinity, shall be submitted to and approved in writing by the Local Planning Authority.

The development shall thereafter be carried out in full accordance with the approved Construction Logistics Plan.

Reason: To ensure construction traffic impacts are effectively managed throughout the construction process.

Reason for pre-commencement condition: Construction traffic impacts can arise at any time from the commencement of works, and adequate controls need to be in place from this time.

- 13 Prior to commencement of development, details of the following shall be submitted to and approved in writing by the Local Planning Authority:

consultation with London Underground and their agreement to detailed design and method statements for each stage of the development including demolition, all of the foundations, basement and ground floor structures, or for any other structures below ground level, including piling (temporary and permanent). The design and method statements shall:

- provide details on all structures
- provide details on the use of tall plant/scaffolding
- demonstrate that the development will accommodate the location of the existing London Underground structures
- demonstrate that access to elevations of the building adjacent to the property boundary with London Underground can be undertaken without recourse to entering London Underground land
- demonstrate that there will at no time be any potential security risk to London Underground's railway, property or structures
- accommodate ground movement arising from the construction thereof
- mitigate the effects of noise and vibration arising from the adjoining operations within the structures.

The development shall thereafter be carried out in all respects in accordance with the approved design and method statements, and all structures and works comprised within the development hereby permitted which are required by the approved design statements in order to procure the matters mentioned in paragraphs of this condition shall be completed, in their entirety, before any part of the building hereby permitted is occupied.

Reason: To ensure that the development does not impact on existing London Underground transport infrastructure, in accordance with London Plan 2015 Table 6.1, draft London Plan policy T3 and 'Land for Industry and Transport' Supplementary Planning Guidance 2012.

- 14 Following the demolition of the buildings and prior to the commencement of building works:

- a site investigation shall be carried out by competent persons to determine the nature and extent of any soil contamination present. The investigation shall be carried out in accordance with the principles of BS 10175:2011 + A2:2017 and the Environment Agency's current Land Contamination Risk Management Guidance.
- a report shall be submitted to the Local Planning Authority, that includes the results of any research and analysis undertaken as well as an assessment of the risks posed by any identified contamination. It shall include an appraisal of remediation options should any contamination be found that presents an unacceptable risk to any identified receptors.
- the written report shall be approved in writing by the Local Planning Authority.

Reason: To ensure the safe development and secure occupancy of the site

- 15 Prior to any construction work involving piling, a Piling Method Statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling shall be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) shall be submitted to and approved



in writing by the local planning authority in consultation with Thames Water.

Further guidance on discharging this condition is available at <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>

Any piling shall be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to significantly impact / cause failure of local underground sewerage utility infrastructure.

- 16 Prior to commencement of development (excluding any demolition, site clearance and the laying of foundations), the following shall be submitted to and approved in writing by the Local Planning Authority:

- (a) details of materials for all external surfaces of the building including depth of window reveals and samples which shall be made available for viewing on site or in another location as agreed;
- (b) details of any external plant, including locations, external appearance and any proposed screening;
- (c) details of screening to be installed between adjoining balconies and terraces;

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.

- 17 Prior to commencement of development (excluding any demolition, site clearance and the laying of foundations), further details of how the development will be constructed so that 90% of the residential units will comply with Building Regulations M4(2) 'accessible and adaptable homes' standards and 10% will comply with M4(3) 'wheelchair accessible homes' standards, shall be submitted to and approved in writing by the local planning authority.

Reason: To ensure the provision of accessible homes, in accordance with the Mayor's Housing SPG 2015.

- 18 Within 6 months of commencement of works further details of soft and hard landscaping shall be submitted to and approved in writing by the local planning authority:

- (a) hard surfacing, any external furniture and play equipment, and boundary treatments throughout the site, including samples which shall be made available for viewing on site or in another location as agreed,
- (b) details of soft landscaping (including species, location and densities) together with design of tree pits for trees planted within the site
- (c) details of bird roosting features and other ecological enhancements to be installed throughout the development as recommended in the approved Ecological Summary and Report;
- (d) details of green roofs to be installed throughout the development;
- (e) details of any external CCTV;
- (f) details of proposed external lighting design to ensure that all external areas are adequately lit in hours of darkness, including a light spillage plan;
- (g) arrangements for maintenance of trees and other planted species.

The hard and soft landscape works shall be carried out in full accordance with the as approved details prior to the use of the building hereby approved, unless alternative timescales have been submitted to and approved to be agreed in writing by the Local Planning Authority and the works shall thereafter be carried out in accordance with the approved timescales.

Any tree or shrub that is part of the approved scheme that, within a period of five years after planting, is removed, dies or becomes seriously damaged or diseased, shall be replaced in the

next planting season with others of a similar size and species in the same positions, unless the Local Planning Authority first gives written consent to any variation.

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.

- 19 Within six months of commencement of work on site, detailed drawings showing the photovoltaic panel arrays on the roof of the proposed building shall be submitted to and approved in writing by the Local Planning Authority. The photovoltaic panel arrays shall be installed in accordance with the approved drawings and made operational prior to occupation of the development hereby approved.

Reason: To ensure that the development minimises its carbon emissions, in accordance with London Plan policy 5.2.

- 20 Prior to first occupation or use of the development:

- Any soil contamination remediation measures required by the Local Planning Authority under Condition 14 above shall be carried out in full.
- A verification report shall be provided to the Local Planning Authority, stating that remediation has been carried out in accordance with the approved remediation scheme and the site is suitable for end use (unless the Local Planning Authority has previously confirmed that no remediation measures are required).
- The verification report shall be approved in writing by the Local Planning Authority.

Reason: To ensure the safe development and secure occupancy of the site

- 21 Prior to first occupation or use of the development, further details of electric vehicle charging points and a Parking Design and Management Plan shall be submitted to and approved in writing by the local planning authority, demonstrating how the parking provision complies with the requirements of draft new London Plan Policy T6.

Parking shall be provided thereafter in full accordance with the approved details.

Reason: To ensure on-site parking provision is of an acceptable standard of design and in compliance with the requirements of draft new London Plan Policy T6.

- 22 Prior to first occupation or use of the development, a Site Management and Maintenance Plan in accordance with emerging London Plan Policy D4 and incorporating a Delivery and Servicing Plan shall be submitted to and approved in writing by the Local Planning Authority and the approved plan shall thereafter be implemented from first occupation of the development. The Delivery and Servicing Plan shall have regard to TfL guidance regarding Delivery and Servicing Plans.

Reason: To ensure the on-going sustainability of the development, in accordance with emerging London Plan Policy D4. In the interest of the free and safe flow of traffic on the highway network.

- 23 Prior to first occupation or use of the development, further details of cycle parking provision shall be submitted to and approved in writing by the local planning authority in consultation with Transport for London. The details shall demonstrate that all cycle parking provided is in compliance with guidance set out in the London Cycling Design Standards, and shall include details of wider spaces for non-standard cycles.

Reason: To ensure cycle parking is provided to an adequate standard, to comply with draft new London Plan Policy T5.

- 24 Prior to first occupation or use of the development, confirmation from Thames Water that the following has been carried out shall be submitted to and approved in writing by the local planning authority:

either completion of all surface water network upgrades required to accommodate the additional flows from the development;  
or a housing and infrastructure plan agreed with Thames Water.

The developer can request information to support the discharge of this condition by visiting the Thames Water website at [thameswater.co.uk/preplanning](http://thameswater.co.uk/preplanning).

Reason: Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid flooding and/or potential pollution incidents.

## INFORMATIVES

- 1 The applicant is advised that this development is liable to pay the Community Infrastructure Levy; a Liability Notice will be sent to all known contacts including the applicant and the agent. Before you commence any works please read the Liability Notice and comply with its contents as otherwise you may be subjected to penalty charges. Further information including eligibility for relief and links to the relevant forms and to the Government's CIL guidance, can be found on the Brent website at [www.brent.gov.uk/CIL](http://www.brent.gov.uk/CIL).
- 2 As required by Building Regulations part H paragraph 2.36, Thames Water requests that the Applicant should incorporate within their proposal, protection to the property to prevent sewage flooding, by installing a positive pumped device (or equivalent reflecting technological advances), on the assumption that the sewerage network may surcharge to ground level during storm conditions. If there is a proposal to discharge ground water to the public network, this would require a Groundwater Risk Management Permit from Thames Water. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Thames Water would expect the developer to demonstrate what measures will be undertaken to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing [wwriskmanagement@thameswater.co.uk](mailto:wwriskmanagement@thameswater.co.uk).
- 3 The applicant is advised to contact London Underground Infrastructure Protection in advance of preparation of final design and associated method statements, in particular with regard to: demolition; drainage; excavation; construction methods; tall plant: scaffolding; security; boundary treatment; safety barriers; landscaping and lighting.
- 4 The provisions of The Party Wall etc. Act 1996 may be applicable and relates to work on an existing wall shared with another property; building on the boundary with a neighbouring property; or excavating near a neighbouring building. An explanatory booklet setting out your obligations can be obtained from the Communities and Local Government website [www.communities.gov.uk](http://www.communities.gov.uk)
- 5 Given the age of the building to be demolished it is possible that asbestos may be present. The applicant should be reminded of their duties under the Control of Asbestos Regulations and must ensure that a qualified asbestos contractor is employed to remove all asbestos and asbestos-containing materials and arrange for the appropriate disposal of such materials.
- 6 The quality of imported soil must be verified by means of in-situ soil sampling and analysis. We do not accept soil quality certificates from the soil supplier as proof of soil quality.
- 7 London Underground have advised against locating openable windows and balconies in close proximity to the boundary with the railway embankment, as this could compromise the operational safety of the railway. London Underground require the developer to demonstrate that the development will pose no risk to the railway, and advises that the developer would be liable should such an incident occur.

- 8 Brent Council supports the payment of the London Living Wage to all employees within the Borough. The developer, constructor and end occupiers of the building are strongly encouraged to pay the London Living Wage to all employees associated with the construction and end use of development.
- 9 The Council recommends that the maximum standards for fire safety are achieved within the development.
- 10 The applicant is advised to notify the Council's Highways Service of the intention to commence works prior to commencement. Such notification shall include photographs showing the condition of highway along the site boundaries.

Any person wishing to inspect the above papers should contact June Taylor, Planning and Regeneration,  
Brent Civic Centre, Engineers Way, Wembley, HA9 0FJ, Tel. No. 020 8937 2233