



**QUEENS PARK
STATION AREA
PLANNING
BRIEF
CONSULTATION
DRAFT**

BRENT COUNCIL

MARCH 2003

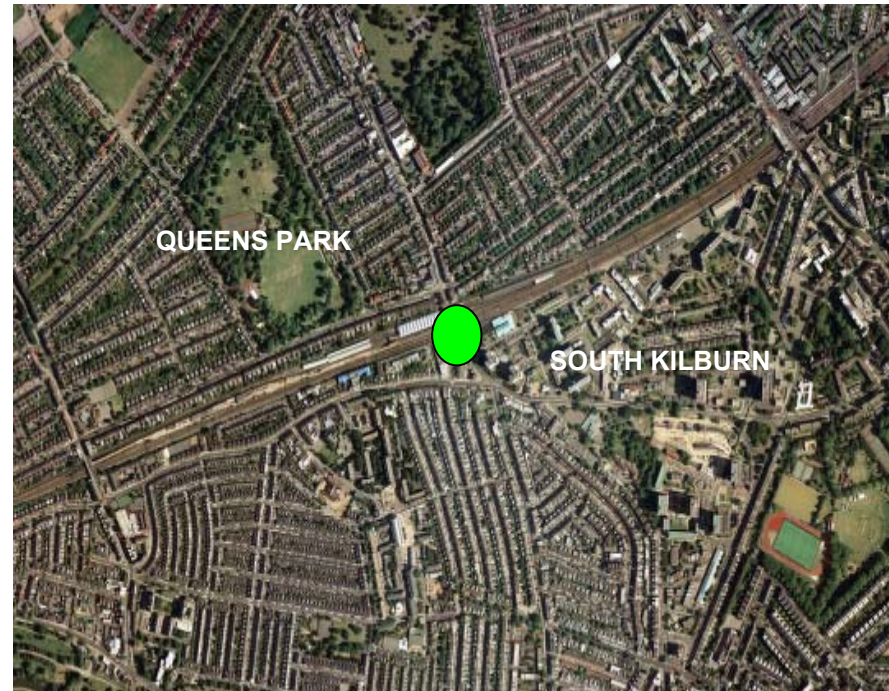


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BACKGROUND & PURPOSE

This brief has been produced as a guide for potential applicants as to the Local Planning Authority's requirements and expectations for the Queens Park Station Area. This brief has been developed in consultation with the local communities of South Kilburn and Queens Park. The brief establishes a framework that will be used to assess any planning application(s). The brief does not however bind the Council to grant consent for any particular development on the site.

The majority of the site falls within the South Kilburn New Deals for Communities area (SKNDC). The South Kilburn SKNDC area was awarded £50.06 million in funding. A SKNDC Delivery Plan was agreed in March 2001 and sets out the vision for the area together with a framework for achieving it over the next ten years and beyond. The regeneration of this area is led by the community but is supported by the Council (and the Planning Service through the Unitary Development Plan) and this brief accords with the Community's vision and values (see appendix 1) and emerging masterplan for the area.

The information contained in this brief is, as far as the Council is aware, correct but developers should satisfy themselves about any information contained in it. The Council is not responsible for any loss arising from any error or information contained in this brief.

SITE & SURROUNDINGS

The site is located in the south east of the Borough the majority being within the South Kilburn New Deals for Communities regeneration area (the area encompassing half of the railway line to the south and south of the railway line). The remainder falls within Queens Park.



The site is composed of a number of land parcels (see map) to the north and south of Queens Park Station, as well as the station itself, including:

- a) the public car park
- b) Premier House and Keniston Press
- c) the island site at the junction of Salusbury Road and Premier Corner including the Falcon Pub and Cullen House
- d) the British Legion site

The sites are in multiple ownership with a number of the key sites owned by the Council, namely the car park, Cullen House and the freehold of the British Legion.

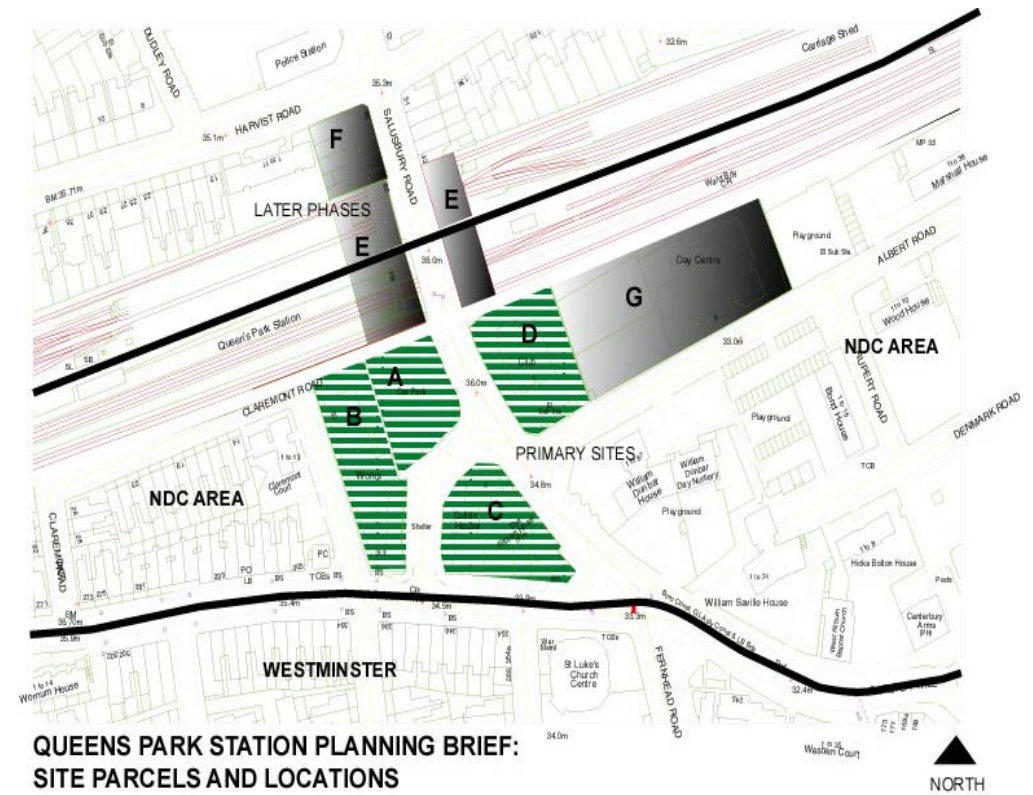
Around this core site scope exists to develop over the Station and to include adjoining sites in later phases. These have been identified on the map and include the following land parcels:

- e) Queens Park Station
- f) Shops between the Station and Harvist Road
- g) Albert Road Day Centre

To the north is the primary shopping area of Queens Park with predominately 2 and 3 storey late Victorian residential streets off Salusbury Road, many of which fall within the Queens Park and Kilburn Conservation Areas.

To the south lies the South Kilburn NDC area with a variety of residential blocks reaching up to 17 storeys in height (13

storeys in proximity to Queens Park). Along Kilburn Lane, the character is more domestic in scale with commercial on the ground floor and residential above.



PLANNING CONTEXT

The **Replacement Unitary Development Plan 2000-2010 (UDP)** refers specifically to South Kilburn and the desire to introduce mixed use developments including a mixture of housing types and affordability, improved community facilities and new leisure and health facilities. Further, the British Legion and the Albert Road Day Centre are specified in the UDP as part of the South Kilburn Major Estate Regeneration Area (MERA) and are subject to Policy H6. It is the Councils intention to add the remaining part of the SKNDC Area into the MERA and include this on the proposals map. This modification will be placed on deposit in April/May 2003. The general principles outlined in the policy H6 will be applied by the Council in determining any future planning applications. Through this policy the Council seeks a comprehensive regeneration either through the refurbishment and/or redevelopment of the area and crucially notes that any developments in the area must be in accordance with any SKNDC masterplan.

A master plan is currently being developed for the South Kilburn New Deals for Communities Area, which includes the majority of the area covered by this Brief. Consultation on an initial masterplan, drawn up by the SKNDC masterplanners in conjunction with the Council and local community, is ongoing. It is anticipated that the masterplan report will be finalised in by late summer 2003. The guidelines and principals of this brief reflect this emerging master plan and provide detailed

guidance based on Council policies within the overall framework of the SKNDC masterplan.

Given that the majority of the site is within a Regeneration Area any scheme must contribute to the overall regeneration and needs of the SKNDC area and its communities. Due to its location adjacent to a transport node, the Council considers the site suitable for a **mixed-use redevelopment scheme** (BE11), including a significant element of residential use. The site provides an excellent opportunity to achieve a higher intensity of redevelopment adjacent to a transport node and a key development objective will be to promote a high quality landmark scheme which reflects design best practice.

It is essential that any scheme contributes significantly to the housing needs of the South Kilburn NDC area.

The UDP policies most pertinent to development opportunities within the site are listed on pages 15 and 16 of this document. The guidelines and principles of this brief reflect these policies of the UDP.

DEVELOPMENT OBJECTIVES

A comprehensive approach

The Council believes the site should be comprehensively developed to:

- Secure an integrated comprehensive design approach at the key sites and in relation to the masterplan for the South Kilburn New Deals for Communities Area and areas to the north
- Achieving a mixed and balanced community as well as meeting Brents overall housing needs and addressing the particular housing problems in South Kilburn
- Secure a better public transport interchange and pedestrian facilities
- Optimise and maximise the use of underused site(s)
- Ensure sites are integrated and connected
- Resolve and rationalise traffic impact and current severance
- Enable cross funding between elements of the scheme and encourage inward investment
- Ensure the use of latest technological advances
- Ensure replacement of existing uses/community facilities
- Ensure the provision of new/additional community facilities

A single application is essential to ensure the comprehensive development of the area and in order to secure a scheme that

addresses such issues as public transport improvements, highway impact, severance, design and community benefit.

Quality in design

New buildings and spaces are sought which are designed to the highest standards. This development creates an important opportunity to enhance the quality of the environment, to link the areas to the north and south of the railway and to gain a landmark building. A high quality of design will be essential for any increase in the intensity of development on the site.

Sustainability

Any development must embrace the principles of sustainable construction and design as outlined in the Councils SPG19 and incorporate as a strategy a fully assessed environmentally sustainable approach.

Vitality and mixed use

The objective is to create a mixed-use environment that is rich, vibrant and attractive to residents and visitors alike. Any development should create a sense of place, enhancing existing spaces. The provision of replacement facilities (including the public carpark) and new local community facilities generated by the development within this mix is essential. The following range of uses would also be appropriate: retail, residential, office, health facilities/gym and restaurant/café/bar.

Maximise alternative transport use

The intention is to maximise incentives to use public transportation and alternative means of transport (walking and cycling). Any scheme should therefore create an improved well-designed and effective transport (bus and train station) interchange. Redevelopment over the station is a preferred option incorporating a new station concourse, access and bus interchange. Although a long terms objective redevelopment proposals both north and south of the station must not prejudice station redevelopment and must provide opportunities to link new development into a new station concourse. Any scheme should also form safe and convenient pedestrian access throughout the area and to integrate the site with the surrounding area.

A linking development

Through the treatment of the road surface, hard and soft landscaping and adjoining spaces, and through the organisation of the development itself, the severance currently experienced by pedestrians crossing Salusbury Road should be minimised. Development should enhance the physical connection provided by the bridge to provide a scheme linking the north and south sides of the rail line.

Access for All

The concept of access for all is taken in the broadest sense and includes people with mobility, sensory, cognitive and hidden disabilities and anyone disadvantaged by environmental barriers. All areas and facilities within the development should be designed to comply with current and

anticipated access legislation, Codes of Practice, and general good-access design principles. An inclusive design approach should be adopted to ensure that access for disabled people is addressed from the start and not regarded separately or as an afterthought.

Any scheme should also create a safe and secure legible and easily accessible environment for the users and local residents through incorporating the aims and objectives of both 'Secured by Design' and 'Designing-Out Crime' concepts and by adopting the principles of good urban design.

DESIGN OBJECTIVES

Layout

The Council will seek a robust and comprehensive solution with respect to the layout of any scheme and location of specific uses. The rationalisation of the triangle adjacent to the carpark poses serious challenges in terms of residential, transport and environmental impact. Any proposed redevelopment will need to incorporate an effective solution. Existing level differences between the car park, road and railway approach need to be carefully and skilfully designed so as not to create access restrictions in any new development.

Scale and Massing

There is an opportunity for larger scale development forming a comprehensive and cohesive landmark feature on either side of Salusbury Road, adjacent to the railway line on the current car park and British Legion parcels. Any such development, however, will need to address the domestic scale of buildings on Claremont Road to the west, and be sensitive to the general context, including those buildings to the north of the railway lines. In this respect, development over the railway lines, should step down to the north, creating a transition between the landmark feature(s) and the domestic scale of development in Queens Park.

Frontage

Any development should, where possible, incorporate active frontages (such as shopfronts and entrances) at ground floor level that overlooks the public realm. There is the potential for an arcaded frontage on Salusbury Road, creating a covered route between the station and bus interchange facility, as well as providing a degree of separation for pedestrians from vehicular traffic.

Architectural quality/distinctiveness

The opportunity exists to produce a strikingly modern development scheme that sets a benchmark for design and quality in the area. The architecture will be expected to support the provision of a distinctive development, which creates a real sense of place and reinforces the landmark opportunity. Indeed, as a linking scheme between the north and south sides of the railway, an innovative approach to the development may be appropriate, contributing to the landmark nature of the scheme. It is also important to preserve and enhance key views and vistas approaching and retreating from the development. The scheme should be of London wide, if not national, significance. The use of high quality materials and details throughout the development is crucial to the production of an acceptable scheme.

High Quality Landscape

The treatment of the public realm is a critical element, helping to create a high quality, distinctive 'place' and linking the different elements of the scheme. High quality materials and design will be essential. A compact or "pocket" public open space should be included as part of the scheme which provides a benchmark for such provision in other developments. Semi-mature and mature tree planting is essential, especially along the road frontage and within the space. The opportunity to develop a coherent landscape scheme greening the pedestrian routes between Kilburn and any new development at Queens Park. A cohesive landscape strategy will be a condition of any scheme proposal.

USES

Due to its location the Council considers the site suitable for a mixed-use redevelopment scheme including a significant element of residential use. In view of the need for housing regeneration any commercial, community, leisure or education use should only form a small part of the development. Any employment uses lost through redevelopment should be re-provided within the new mixed-use scheme.

Residential

Any existing residential units lost as a result of any proposal must be re-provided within any new development. This re-provision is in addition to the provision of affordable housing units as outlined below.

Policy H2 of the UDP requires that 30-50% of units are affordable (as defined in the UDP). The site lies between areas to the north of the railway line with very high levels of home ownership and South Kilburn that have very high Council ownership. In order to meet Boroughwide housing needs and the pressing needs of the South Kilburn area and in order to achieve a mixed and balanced community the Council considers that 50% affordable housing is appropriate.

This should take the form of 35% social rented family sized dwellings (a mix of 2,3 and 4 bed units) and 15% affordable shared ownership or affordable units for key workers. These

should be in the form of 1 and 2 bed-units. In this way the proportions of affordable dwelling units would also meet the policies set out in the Mayors draft London Plan. All new affordable units need to be built to the Housing Corporations Scheme Development standards or to SKNDC agreed alternatives whichever is the greater. The service charges to the affordable housing elements must be set at a rate that ensures those dwellings remain affordable. The council will expect that any development be accompanied by long term management and maintenance strategy that encompasses management and maintenance of all buildings and their associated amenity space.

The Council does not consider that other forms of housing e.g. student housing should be provided at the expense of the priority groups as set out above (i.e. social rented and affordable key worker). This is justified by the housing needs of the Borough in general and South Kilburn in particular.

The Council may in exceptional circumstances consider the provision of off-site affordable housing rather than on-site affordable housing provision. The only circumstances in which the Council would accept off -site provision is where the Council and the SKNDC agree that this provides affordable housing benefits of equal or better value in terms of the proportion, quality or quantity of affordable housing. This may be provided in the SKNDC area or elsewhere. It should however clearly relate to the achievement of the SKNDC housing objectives.

The Council would expect a phasing of provision throughout the development. Ultimately no more than 50% of the market units should be built and occupied before the occupation of the affordable units. The council would consider 75% if it can be proven necessary in terms of phasing of the development. Any residential elements should be exemplar in terms of its energy requirements and overall sustainability.

Commercial

A range of town centre uses may be acceptable provided this is part of a wider mixed-use scheme. The provision of a limited element of office space would be acceptable, taking advantage of the excellent public transport opportunities. Retail or A3 uses that create a retail link between the existing provision in Queens Park and South Kilburn and cater to local need would also be acceptable.

Community

A significant residential development will generate demand for additional community facilities. The Council would expect within the development community facilities commensurate with the need created by the development. The Council would also require the provision of a health facility within the development unless a preferred alternative site is identified in the SKNDC masterplan. The health facility would be expected to provide a combined GP practices with other complimentary and associated health facilities.

Any community facilities (including the British Legion, the public car park and the Albert Road day Centre) lost, as part

of the redevelopment must also be replaced by facilities of an equal or better quantity or quality. Such facilities must be operational prior to the loss of any existing provision. In particular, the Albert Road Day Centre provides a significant facility for adults with learning and physical disabilities within the Borough. Its loss will only be considered if any scheme for the redevelopment of this site is accompanied by a proposal for a replacement facility in the vicinity/south of the borough which, as a minimum:

- a) replaces the existing in terms of range of facilities, floor area (on ground floor level), parking/servicing area (including room for a minimum of 9 mini-buses on site) and external amenity.
- b) is fully DDA compliant
- c) is fully operational prior to the closure of the existing centre
- d) is in a location agreeable to the Council

A lesser external area may acceptable if a higher quality or size of internal facilities is provided.

Education

The provision of an education facility would be welcomed in this location. It would provide an education facility that has lost from the area and would assist in the education needs of the area and the aspirations of the SKNDC. Any education facility should be a subsidiary element of the overall development. Where education facilities are provided the

Council will expect any scheme to ensure dual use of the facilities.

LAYOUT AND SITING

There is the opportunity for the development footprint to be predominately located at the back edge of pavement, creating an urban character to the redevelopment scheme. The pavements, however, would need to be wider than those currently provided, and to some extent, the width will depend on the height of the adjacent development. It should, however, be no less than 3 metres to provide a more attractive and secure environment for the pedestrian.

The scheme should provide frontages to the main roads within or abutting the site area, creating well-defined and enclosed streets. There may, however, be an opportunity to create set backs, especially on Albert Road, providing some relief to a continuous frontage. These could provide south facing amenity areas to buildings facing onto Albert Road. There may be an opportunity to extend this pattern of development on other sites on the northern side of this road.

There should be a southwest to northeast pedestrian route through the site linking Salusbury Road to Kilburn Lane, similar to the line of the current gyratory system

SCALE AND MASSING

There is the opportunity for larger scale development on this site, forming a landmark feature between South Kilburn and Queens Park. This may take the form of a point block or development stepping up in height to form a landmark building. Larger scale development should be located to the south of the railway lines, lessening the visual and shadow impact on domestic properties to the north. Such development could be located either side of Salusbury Road, emphasising the landmark nature of the scheme. It will, however, need to address the domestic scale of development in Claremont Road, where building heights are approximately three storeys.

There is an opportunity to provide a point of emphasis for the development at the junction of Salusbury Road and Kilburn Lane. However, generally the height and scale of development should step down to the more domestic scale on Kilburn Lane.

LANDSCAPE DESIGN

Within the development proposals there is the opportunity to provide high quality urban spaces, creating a setting for development and places for people to meet and sit. A small, high quality "pocket" urban space could be linked to the bus interchange facility, providing an attractive opportunity for those waiting for connections. Any such pocket space needs to consider existing open spaces, and proposals for open space within the masterplan. This is to provide the wider

community with a clear and legible pedestrian route, encouraging walking and cycling and ensure that air and noise pollution generated from the development are minimised.

The materials within this space, and throughout the public realm areas should be:

- Of demonstrably high quality
- Complementary to each other in terms of colour, texture, scale, detail and extent
- Appropriate to the architectural expression of the buildings
- Sensitive to their setting within the site and the surrounding area.
- Low maintenance
- Co-ordinated (including signage and street furniture)

The scope for tree planting should be fully explored, although this may be limited due to the bridge structure. Nevertheless, semi-mature and mature tree planting should be provided within the urban space(s) and on the main streets and approaches to the bridge structure.

ACCESS

Any scheme should result in significant improvements in terms of the current pedestrian, cycle, road network and public transport facilities and access to and within the area.

A key benefit of any scheme should be the provision of an improved public transport interchange to encourage greater public transport use. This means improvements to both the existing rail and bus facilities. Any redevelopment of the actual Queens Park Station Area should include improved station facilities, incorporating an enlarged ticket hall and renewal of the remaining station infrastructure including lift access to all platforms.

Any development must include improved bus interchange facilities are required much closer to the station (possibly on the site of the existing car park - subject to approval by London Buses). Bus standing areas for terminating route 36 need improvement. Improved links are required to the 206 stops on Salusbury Road. Complementary bus priority measures should also be considered on the adjoining highway network.

In order to improve cycle access plentiful covered public cycle parking must be provided, in line with the standards set out in the UDP, for station users within an improved station and secure covered cycle parking must be provided for flats and commercial uses. Improved cycle route facilities (cycle lanes, signing etc.) should also be provided along Salusbury Road between Kilburn Lane and Brondesbury Road.

In order to improve pedestrian access to and within the site off-site improvements will be required at Brondesbury Road/Salusbury Road/Harvist Road junction and a new

crossing facility required on Salusbury Road to the south of station.

Any development needs to include a reconsideration of the existing road network. Proposals to remove the existing gyratory system should be explored. Any changes to the road network would need to demonstrate that the impact on the capacity of the highway network would be acceptable. Access points onto major roads from any new developments need to be minimised. A Taxi rank and public setting down (kiss and ride) facilities are required outside the station.

A Transport Assessment will be required to address all of the above issues and a Travel Plan will be required for any large commercial uses. In order to improve disabled access to all forms of public transport, a site specific assessment will be required of disabled parking and other facilities to be provided within the site."

PARKING & SERVICING

The overall provision of car parking for any of the acceptable uses must not exceed the maximum standards set out in the UDP. However, in terms of the residential element this is an ideal location for the provision of car-free housing. Such a scheme would be subject to a legal agreement to prevent residents obtaining parking permits. Any development would also present an opportunity for the introduction of a car pooling scheme (for example, a City Car Club). This would

require the provision of dedicated parking spaces for City Car Club vehicles within the site and subsidised initial membership for future residents.

The existing public car park will need to be re-provided as part of any scheme for short-term parking only.

Any servicing provision must accord with the standards set out in the UDP. All servicing must take place within site, not on the highway. Any proposal needs to consider the servicing requirements of all parts of the site including for any possible redevelopment of the actual station.

PLANNING REQUIREMENTS

Any planning application shall be accompanied by the following information:

- an assessment of the proposal in light of the contents of this brief
- a development framework including phasing strategy
- a Urban Design Strategy (this should include any specific design measures taken to address sustainability)
- a comprehensive landscape Design Strategy, including a tree survey of existing site trees and vegetation
- a Transport Impact Assessment
- a Green Travel Plan
- a completed LBB Sustainability Checklist. Form
- a noise and vibration study
- a Daylight and sunlight assessment
- An investigation of the hazards by the developer and proposals for any necessary remediation will be required prior to determination of any application.
- The Council will undertake a screening opinion under the provisions of regulation 5 of S.I 1999 No 293 Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 to assess whether an EIA is required. The Council would therefore seek further information from applicants to be able to undertake this screening opinion.

A single outline planning application will be required to secure a comprehensive approach to the phased redevelopment of the area. Such an application will include a masterplan framework that demonstrates how individual sites will relate to each other and to the wider context, including uses, siting, design and access; and a full detailed application for the first phase of the development. Such an approach will provide the mechanism to ensure that any 'off site' improvements/obligations were appropriately attached to the different development sites/phases of development and were commensurate with each development phase.

Under the provisions of the Town and Country Planning Mayor of London Order 2000 the council is required to refer applications for development of a certain scale or height to the Mayor for his consideration.

SECTION 106 OBLIGATIONS

Appropriate legal agreement(s) will be required to progress the development of the site. Such agreement(s) are likely to cover the provision of:

- 50% Affordable housing
- Transport improvements including an improved junction between Carlton Vale, Kilburn Lane and Salusbury Road, station improvements and Station / Bus interchange facilities

- Non-car access improvements
- Support of car pooling scheme
- Replacement of community facilities lost either on or off site & new facilities generated by the development – such facilities to be operational prior to the loss of existing provision
- Open Space/public realm contribution
- Possible contribution to school places, depending on content of development
- Job training depending on employment balance sheet – e.g. contributions to job training or notification of job opportunities to Brent labour agency. Any development should be considered in the context of a 7 step local labour clause produced by the Council.
- Public Art

POLICY CHECKLIST

The site is subject to the following Replacement Unitary Development Plan 2000-2010 policies:

Built Environment

BE5 Urban Clarity & Safety

BE9 Architectural quality

BE11 Intensive & Mixed-use Developments

BE12 Environmental Design Principles

Environmental Protection

EP2 Noise and Vibration

Housing

H1 Requirement for Affordable Housing

H2 Proportion of Affordable Housing Sought

H4A Key Worker Housing

H10 Housing on Brownfield Sites

H14 Residential Density

Appendix H1

Employment

EMP9 Development of Local Employment Sites

EMP15a Location of B1 Business Development

Community Facilities

CF3 Protection of Community Facilities

CF6 School Places

Transport

TRN1 Transport Assessment

TRN2 Public Transport Integration

TRN3 Environmental Impact of Traffic

TRN4 Measures to make Transport Impact Acceptable

TRN6 Intensive Development at Selected Transport Interchange

Appendix TRN2 Parking and Servicing Standards

Retail

SH3 The Sequential Approach to major development

SH5 Drive through developments

SH11 Food and Drink (A3) Uses

SH20 Rear Servicing
SH21 New Development in or adjoining town centres
SH22 Shopfront Design
SH26 Customer Facilities in Major Schemes

The following guidance notes should also be taken into account:

- PPG 24 Planning and Noise sets out general guidance in respect of development adjacent to noise generators.
- SPG17 Design Guide for New Development
- SPG 19 Sustainable Design, Construction and Pollution Control sets out guidance for sustainable development.

PRINCIPAL CONTACTS

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APPENDIX 1 SOUTH KILBURN VISION AND VALUES STATEMENT

Vision

“creating a desirable place to live, learn and work”

Values

- 1 To be open, honest and transparent as an organisation.
- 2 To develop a no blame and no status culture.
- 3 To embody the principle of ‘for South Kilburn by South Kilburn’.
- 4 To regenerate not develop the area.
- 5 To be an inclusive not exclusive organisation.
- 6 To recognise and celebrate achievement and diversity.
- 7 To harmonise not divide
- 8 To be resident and customer focus.
- 9 To aspire to high standards.
- 10 To be dynamic and be the catalyst for change within the South Kilburn area.



