



Planning Committee

Thursday, 10 December 2009 at 7.00 pm
Committee Room 4, Brent Town Hall, Forty Lane,
Wembley, HA9 9HD

Membership:

Members

Councillors:

Kansagra (Chair)
Powney (Vice-Chair)
Anwar
Baker
Cummins
Hashmi
Hirani
Jackson
R Moher
HM Patel
Thomas

first alternates

Councillors:

Mrs Fernandes
Beswick
Corcoran
Eniola
Pervez
Dunn
Tancred

Butt
Colwill
Long

second alternates

Councillors:

Mistry

Bessong
Joseph

Leaman
CJ Patel

Ahmed
Steel

For further information contact: Joe Kwateng, Democratic Services Officer,
020 8937 1354, joe.kwateng@brent.gov.uk

For electronic copies of minutes, reports and agendas, and to be alerted when the minutes of this meeting have been published visit:

www.brent.gov.uk/committees

The press and public are welcome to attend this meeting

There will be no Members' briefing prior to this meeting.

Agenda

Introductions, if appropriate.

Apologies for absence and clarification of alternate members

| ITEM | WARD | PAGE |
|---|------------|---------|
| 1. Declarations of personal and prejudicial interests Members are invited to declare at this stage of the meeting, any relevant financial or other interest in the items on this agenda. Extract of Planning Code of Practice | | |
| 2. The London plan - Comments on the consultation draft replacement plan This report sets out comments on the consultation draft of the Replacement London Plan. The London Plan is legally part of the Council's development plan and must be taken into account when planning decisions are taken. It is therefore important to comment on the Replacement Plan that will set planning policy for the whole of London and for this Borough in particular. | All Wards; | 5 - 16 |
| 3. Proposed pre-submission changes to the site specific allocation development plan document This report summarises limited changes to the Draft Specific Allocations Submission stage development plan document of the emerging Local Development Framework. The limited changes are 3 new sites and a series of minor changes to the document. The changes are proposed following publication of, and consultation on, Brent's site specific allocations in June 2009 in advance of submission to the Secretary of State. | All Wards; | 17 - 36 |
| 4. Any Other Urgent Business Notice of items to be raised under this heading must be given in writing to the Democratic Services Manager or his representative before the meeting in accordance with Standing Order 65. | | |

Date of next meeting

Wednesday 16 December 2009 at 7.00pm

The site visits for that meeting will take place the preceding Saturday **12 December 2009** at 9.30am when the coach leaves Brent House.



Please remember to **SWITCH OFF** your mobile phone during the meeting.

- The meeting room is accessible by lift and seats will be provided for members of the public.
- Toilets are available on the second floor.
- Catering facilities can be found on the first floor near the Grand Hall.
- A public telephone is located in the foyer on the ground floor, opposite the Porters' Lodge

EXTRACT OF THE PLANNING CODE OF PRACTICE

Purpose of this Code

The Planning Code of Practice has been adopted by Brent Council to regulate the performance of its planning function. Its major objectives are to guide Members and officers of the Council in dealing with planning related matters and to inform potential developers and the public generally of the standards adopted by the Council in the exercise of its planning powers. The Planning Code of Practice is in addition to the Brent Members Code of Conduct adopted by the Council under the provisions of the Local Government Act 2000. The provisions of this code are designed to ensure that planning decisions are taken on proper planning grounds, are applied in a consistent and open manner and that Members making such decisions are, and are perceived as being, accountable for those decisions. Extracts from the Code and the Standing Orders are reproduced below as a reminder of their content.

Accountability and Interests

4. If an approach is made to a Member of the Planning Committee from an applicant or agent or other interested party in relation to a particular planning application or any matter which may give rise to a planning application, the Member shall:
 - a) inform the person making such an approach that such matters should be addressed to officers or to Members who are not Members of the Planning Committee;
 - b) disclose the fact and nature of such an approach at any meeting of the Planning Committee where the planning application or matter in question is considered.
7. If the Chair decides to allow a non-member of the Committee to speak, the non-member shall state the reason for wishing to speak. Such a Member shall disclose the fact he/she has been in contact with the applicant, agent or interested party if this be the case.
8. When the circumstances of any elected Member are such that they have
 - (i) a personal interest in any planning application or other matter, then the Member, if present, shall declare a personal interest at any meeting where the particular application or other matter is considered, and if the interest is also a prejudicial interest shall withdraw from the room where the meeting is being held and not take part in the discussion or vote on the application or other matter.
11. If any Member of the Council requests a Site Visit, prior to the debate at Planning Committee, their name shall be recorded. They shall provide and a

record kept of, their reason for the request and whether or not they have been approached concerning the application or other matter and if so, by whom.

Meetings of the Planning Committee

24. If the Planning Committee wishes to grant planning permission contrary to officers' recommendation the application shall be deferred to the next meeting of the Committee for further consideration. Following a resolution of "minded to grant contrary to the officers' recommendation", the Chair shall put to the meeting for approval a statement of why the officers recommendation for refusal should be overturned, which, when approved, shall then be formally recorded in the minutes. When a planning application has been deferred, following a resolution of "minded to grant contrary to the officers' recommendation", then at the subsequent meeting the responsible officer shall have the opportunity to respond both in a further written report and orally to the reasons formulated by the Committee for granting permission. If the Planning Committee is still of the same view, then it shall again consider its reasons for granting permission, and a summary of the planning reasons for that decision shall be given, which reasons shall then be formally recorded in the Minutes of the meeting.

25. When the Planning Committee vote to refuse an application contrary to the recommendation of officers, the Chair shall put to the meeting for approval a statement of the planning reasons for refusal of the application, which if approved shall be entered into the Minutes of that meeting. Where the reason for refusal proposed by the Chair is not approved by the meeting, or where in the Chair's view it is not then possible to formulate planning reasons for refusal, the application shall be deferred for further consideration at the next meeting of the Committee. At the next meeting of the Committee the application shall be accompanied by a further written report from officers, in which the officers shall advise on possible planning reasons for refusal and the evidence that would be available to substantiate those reasons. If the Committee is still of the same view then it shall again consider its reasons for refusing permission which shall be recorded in the Minutes of the Meeting.

29. The Minutes of the Planning Committee shall record the names of those voting in favour, against or abstaining:
 - (i) on any resolution of "Minded to Grant or minded to refuse contrary to Officers Recommendation";
 - (ii) on any approval or refusal of an application referred to a subsequent meeting following such a resolution.

STANDING ORDER 62 SPEAKING RIGHTS OF THE PLANNING COMMITTEE

- (a) At meetings of the Planning Committee when reports are being considered on applications for planning permission any member of the public other than the applicant or his agent or representative who wishes to object to or support the grant of permission or support or oppose the imposition of conditions may do

so for a maximum of 2 minutes. Where more than one person wishes to speak on the same application the Chair shall have the discretion to limit the number of speakers to no more than 2 people and in so doing will seek to give priority to occupiers nearest to the application site or representing a group of people or to one objector and one supporter if there are both. In addition (and after hearing any members of the public who wish to speak) the applicant (or one person on the applicant's behalf) may speak to the Committee for a maximum of 3 minutes. In respect of both members of the public and applicants the Chair and members of the sub-committee may ask them questions after they have spoken.

- (b) Persons wishing to speak to the Committee shall give notice to the Democratic Services Manager or his representatives prior to the commencement of the meeting. Normally such notice shall be given 24 hours before the commencement of the meeting. At the meeting the Chair shall call out the address of the application when it is reached and only if the applicant (or representative) and/or members of the public are present and then signify a desire to speak shall such persons be called to speak.
- (c) In the event that all persons present at the meeting who have indicated that they wish to speak on any matter under consideration indicate that they agree with the officers recommendations and if the members then indicate that they are minded to agree the officers recommendation in full without further debate the Chair may dispense with the calling member of the public to speak on that matter.

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Planning Policy Committee

10th December 2009

Report from the Chief Planner

For Action

Wards Affected:
ALL

Report Title: The London Plan - Comments on the Consultation Draft Replacement Plan

1.0 Summary

- 1.1 This report sets out comments on the consultation draft of the Replacement London Plan. The London Plan is legally part of the council's development plan and must be taken into account when planning decisions are taken. It is therefore important to comment on the Replacement Plan that will set planning policy for the whole of London and for this borough in particular.

2.0 Recommendations

- 2.1 That the Planning Committee agrees with the comments set out in paragraphs 3.34 to 3.52 to form the council's response to the Consultation Draft of the Replacement London Plan.

3.0 Detail

Introduction

- 3.1 The Replacement London Plan was published in October 2009 for public consultation. Any comments on the draft plan must be submitted by 12 January 2010. The next stage will be an Examination in Public in summer-autumn of 2010 and the new plan being adopted probably in early 2011. This Replacement Plan is intended to replace the 2004 London Plan with the 2008 alterations. It is intended to be the framework for the development of London until 2031 integrating the Mayor's transport, economic development, housing and cultural strategies as well as addressing other social and environmental issues. It provides the policy context within which boroughs set their planning policies and the basis on which the Mayor considers strategic applications referred to him. Although the Mayor was keen to have a Replacement Plan rather than a further amendment to the existing plan, many of the key policy drivers remain. Many of the big issues,

such as sustainability, are moved forward, but the direction of travel remains fundamentally the same. This report concentrates on commenting on the key changes to policy and occasionally on the lack of change to the Replacement Plan. There is of course much to support in the Replacement Plan also and support to key policy changes is indicated.

Replacement London Plan structure

- 3.3 The proposed Replacement Plan is organised under eight chapter headings. Comments on the Replacement Plan are made under these headings. Replacement Plan Policies consist of strategic statements of Mayoral policy, planning decisions policy and LDF advice to the boroughs. This report will attempt to cover the key issues for the borough but members may wish to add others. The whole Replacement Plan can be found on the GLA's website via this link: <http://www.london.gov.uk/shaping-london/london-plan/docs/london-plan.pdf>

1 Context and Strategy-covers main issues such as population and infrastructure growth, climate change, poverty and disadvantage and the Mayor's vision and objectives

2. London's Places-covers regions, industrial land and town centres, open space networks

3. London's people-covers housing, education and health

4. London's Economy

5. Response to climate change

6. Transport

7 Living Places and Spaces-covers place shaping, protecting historic environment and open space, safety, air & noise pollution.

8. Implementation, Monitoring & Review

Context and Strategy

- 3.4 The overall strategy is to support continued population growth securing increased levels of employment and ensuring sufficient infrastructure is provided. The challenge of climate change is dealt with, even with enhanced growth. The plan's objectives are not so far removed from the previous London plan but the Mayor intends to take a more consensual approach to planning, giving the boroughs more say in many planning matters. This change in emphasis is welcomed.

London's Places

- 3.5 This section deals with the general spatial strategy for London. The Burnt Oak/Colindale plan recognises Park Royal and Wembley as Opportunity Areas and the London-Luton-Bedford growth corridor-these are unchanged from the current London Plan, although the Opportunity Area at Colindale has been extended to include the Brent side of the Edgware Road and it is now called Colindale/Burnt Oak. Policy 2.8 seeks to recognise and address the orbital transport needs

of outer London referring to Policy 2.6 in the Transport section of the Replacement Plan. However, the proposals and map within policy 2.6 demonstrate the lack of proposed investment in orbital transport proposals. The Replacement Plan needs to recognise and promote a wider range of potential proposals at the very least and make a greater commitment to orbital transport improvements.

- 3.6 Policy 2.16 identifies strategic outer London development centres which the mayor suggests bringing forward distinct business offers. Wembley is identified as having greater than regional importance for leisure/tourism. Although the Replacement Plan recognises that more work will be done through the designation of centres such as Wembley as “*opportunity areas*”, your officers are concerned that the designation is a little one dimensional. Wembley will provide a significant amount of new specialist and non-specialist retail floorspace which will complement its leisure role and this should be referred to in the table.

London’s People

- 3.7 The Replacement Plan supports the retention of existing community facilities and encourages the identification of clusters of specific groups that need cultural facilities, meeting places or places of worship. This policy is welcomed.
- 3.8 The current London Plan seeks to provide 30,500 additional homes per year and the new proposed target is 33,400 homes (table 3.1), an increase of 2,900 units per annum. This increase seeks to make up for the current shortfall in the delivery of market and affordable housing sectors owing to the current recession. However, Brent’s ten year target is 10,650 or 1,065 per annum. This is marginally lower than the current London Plan target and is welcomed as a reasonable and achievable minimum figure.
- 3.9 The density matrix of the last London Plan is proposed to be retained but with more useful qualifications that it is not the sole consideration and developments must meet other plan policies including design principles, housing choice, play provision and sustainability issues. A specific and welcomed change is the introduction of minimum space standards (table 3.3) that are above Brent’s current Design Guidance (SPG17). For example one bed flats should be a minimum of 50m² (45m² in SPG17), 3 bed 5 or 6 person units, 86-100m² (80-85m² in SPG17). Providing larger units offsets some of the impacts of higher density development and addresses the fact that we have among the smallest dwelling space standards in Europe.
- 3.10 There will be greater emphasis on the design quality of new residential development (policy 3.5), an offer to boroughs that they can introduce a presumption against development on back gardens, that large housing sites should deliver necessary infrastructure (3.7) and that a greater range of choice in housing be delivered, notably, affordable family homes (policy 3.8). These policies, which in total move the emphasis from maximising housing density to optimising it, giving more weight to the provision of family housing for example, are supported by the council.

- 3.11 Policy 3.10 and Table 3.4 requires Brent to provide an additional 20 Gypsy and Travellers pitches out of the 538 required in London. Brent's requirement is the 11th highest in London. The policy does not assist in providing resources for such provision and the Replacement Plan should make it clear that such provision comes with an allocation of resources from the Mayor or from central government that recognises the capital and revenue costs of such provision. It is also likely that the council will need to secure private sites for gypsy and travellers and will need to undertake CPO activity which requires some up-front funding commitments.
- 3.12 The 50% strategic affordable housing target is abandoned (Policy 3.12). This long-standing policy objective will be dropped and replaced with a flexible policy that 'seeks to maximise' affordable housing provision with an average target of at least 13,200 more affordable homes per year in the capital. Clarification is required on this change because it appears to set a new target of 40% i.e. 13,200 as a proportion of 33,400. It will be up to boroughs to set an overall target in terms of numbers or proportions. There is greater support for intermediate housing (Policy 3.12). This is proposed to change from the 70:30 split between social rent and intermediate tenures to 60:40. This is welcomed but recognition should be given to the problems of funding (both mortgage availability and grant availability) that may make the target difficult to achieve in the short term.
- 3.13 The Mayor wants to see a higher proportion of family housing in the social rented sector. His affordable housing SPG sets out the demand for 42% of all dwellings to be 3 bed or more. This supports Brent's own needs, but such a policy should be included in the Replacement Plan and criteria that allow some flexibility in the target should be set out, such as estate regeneration, the appropriateness of some sites for high levels of family housing and so on.
- 3.14 The Mayor supports (policy 3.17) the protection and enhancement of social infrastructure to meet the needs of its growing population, a matter which Brent supports. It is important, however, that the planning obligation and Community Infrastructure Levy (CIL) policies do not lose sight of these objectives by securing development value in support of other strategic planning objectives at the cost of provision in infrastructure.
- 3.15 The Replacement plan supports the need for new high quality healthcare and education facilities and the protection of existing facilities. Policy 3.19 makes note of the projected shortage of primary school places but offers little of a strategic nature to help secure the necessary financial assistance to bring this about. A clear reference to resourcing through planning obligations and seeking support from government for new school provision in the capital should be added. The comments on the implementation section bring this matter into sharper focus. The Mayor appears to be talking local and looking at securing S106 funding for a wider range of strategic matters that may not assist boroughs in securing necessary local infrastructure investment particularly social and community infrastructure.

London's Economy

- 3.16 This section of the plan deals with office, industrial, retail and town centre policy. In terms of offices, while there is a recognition that outer London will provide 22% of total office floorspace growth there is no mention of centres such as Wembley (recognised as one of the few suburban areas that could support new office development longer term in a GLA report on Office development) which could provide new office space in the longer term as part of mixed development. Wembley should be named as an area that can support consolidation of its stock and encouragement of new stock as part of its expanding town centre offer in the longer term. The London Council's response on this matter also make the point that the office market in outer London is diverse and the plan should not treat the whole of outer London as homogenous, unlikely to change over time.
- 3.17 While the general protection of Strategic Industrial Land (SIL) is supported, there is no reference to the current economic downturn and whether the demand analysis conceived at the height of the boom is still appropriate. The concern from Brent is the significant amount of vacant land and buildings in Park Royal and the objection to loss of a small part of the SIL that will enable development of industrial land. Policy should allow for small amounts of enabling development on the edges of SIL that support wider industrial land improvement objectives.
- 3.18 The identification of Wembley as one of London's Strategic Cultural Areas (policy 4.6 and map 4.2) is strongly supported. Either a map or reference to the role in Wembley in London's visitor policy (4.5) should also be made because of its strategic importance in outer London.
- 3.19 Policies for town centres remain much as they were in the 2004 London Plan. Policy 4.7 requires that the scale of retail, commercial and leisure development should be related to the size, role and function of the town centre, and to follow the sequential approach to development. However, there are some issues relating to the classification of centres shared with neighbouring boroughs which need to be addressed if this policy is to be applied appropriately and consistently.
- 3.20 The draft replacement London Plan shows Colindale and Kenton as District Centres whereas Brent's draft Core Strategy classifies these two centres as Local Town Centres. Although these were classified at the time of drafting to be consistent with neighbouring boroughs, Barnet now describe Colindale as a District Centre in their Area Action Plan for Colindale therefore, in the interests of consistency, Brent should accept this. However, Kenton continues to be classified as a Local Centre in Harrow's draft Core Strategy as well as Brent's therefore it is recommended that representations be made to the Mayor suggesting that it is consistent for the London Plan to also recognise this.

- 3.21 The Mayor also introduces an affordable shop units policy (Policy 4.9). Where appropriate, feasible and viable, the Mayor will seek the provision of affordable shop units when considering large retail developments (typically over 2,500 sq m). This could be used, the Mayor advises, in areas or in developments that have a shortage of such provision.

Response to Climate Change

- 3.22 The Mayor, in line with his target to reduce CO2 emissions by 60% by 2025 (on 1990 levels), looks at a lean (reduce energy demand through design), clean (decentralised supply) and green (renewable) approach. The change in emphasis in the current London Plan from renewables to greater flexibility on tackling climate change is welcomed. Also, the targets are more ambitious than the adopted London Plan in that they provide an incremental CO2 reduction throughout the lifetime of the London Plan, which the previous London Plan did not do. The plan proposes that 25% of the heat and power used in London should be generated through the use of local decentralised energy systems by 2025. How this will be achieved is not explained in any great detail. It is anticipated that major developments will be required to provide this. The plan sets targets to minimise carbon dioxide emissions from major developments and all new major residential developments and non-domestic buildings will have to be zero carbon after 2016 and 2019, respectively. The council welcomes a clearer approach to non-residential buildings and energy targets than has been the case hitherto.
- 3.23 There are two comments to be made on policy 5.2 and policy 5.5 (Decentralised Energy Networks). The council's experience of decentralised energy networks is that they are possible but require some significant upfront funding which is not justified by the base load needed to make them viable. The Mayor should agree to act with energy suppliers and Government principally in order to secure investment funding to bring forward and secure key decentralised networks at an early stage of the development process. The second comment is that it is by no means certain that zero carbon development will be viable by 2016 and the policy should allow for some flexibility. A new policy emphasises the importance of retrofitting, and boroughs are expected to identify opportunities to reduce CO2 from existing stock and develop detailed policies on retrofitting. This is supported but needs a realistic assessment and identification of the resources required for such action.
- 3.24 The targets for the proportion of London's waste to be processed within London have been dropped and replaced by a less rigid policy (5.16) of managing as much of London's waste within London as practicable. This is supported, as there are likely to be opportunities to process West London's waste just beyond London's boundary whilst still meeting the objective of dealing with the waste in close proximity to the source.
- 3.25 In recognition of declining levels of municipal waste arisings, the Mayor is committed to a review of the waste arisings and, consequently, to the amount that is apportioned to boroughs for

dealing with. This work is currently underway and consultation on the revised figures is anticipated before the end of 2009. These figures will be important in assessing the amount of land needed for waste management purposes to be identified in the forthcoming joint West London Waste Development Plan Document.

Transport

- 3.26 The plan seeks financial contributions of up to £600 million towards Crossrail and other strategically important transport infrastructure from new development, subject to viability. The council has already commented on the application of the crossrail Levy and these concerns still stand. Policy 6.4 sets out the main priorities for public transport system improvements, which include cross London and orbital rail links. This would be welcomed but, as Map 6.1 shows, there are no significant orbital transport improvements connecting Brent's key centres with adjoining boroughs such as Ealing-Wembley-Brent Cross. The Mayor and TfL continue to be cool on the idea of orbital rail networks for outer London: at the very least, this matter should be in a long term strategy and at the very least, other ideas to better link town centres orbitally should be committed to. Parking standards in town centres and for office developments can be enhanced where there is a lack of public transport and a regeneration need: this would appear to be a short term expedient over the need to provide better connected town centres in the suburban boroughs.
- 3.27 The plan reiterates the Mayor's opposition to any further capacity increases at Heathrow (policy 6.6), but recognises that airport capacity serving the capital and the south east must be sufficient to sustain London's competitive position.

Living Places and Spaces

- 3.28 This chapter of the Replacement plan re-states previous plan policy to achieve worthy objectives such as building inclusive environments, protecting heritage and views, promoting biodiversity, integrating public realm and providing secured by design environments. The policy on respecting local character in terms of design is fleshed out from previous London Plan policy. Schemes need to have regard to pattern and grain of existing streets in orientation, scale, proportion and mass, human in scale and informed by the surrounding historic environment. This elaboration on existing policy is welcomed. Similarly the policy on Architecture (7.6) sets out more helpful criteria in which to judge schemes.
- 3.29 Previous Mayoral statements had suggested that the future opportunities for tall buildings in London would be extremely limited. Under this change, these will be directed to the Central Activity Zone, Opportunity Areas, Areas of Intensification and Town Centres that have good access to public transport. Policy 7.7 of the Replacement Plan suggests more opportunities for tall buildings in London than previously thought and, as it accords with Brent's approach in its Core Strategy, the policy is supported.

Implementation

- 3.30 Policy 8.2 on S106/Planning obligations emphasises that priority is to be given to securing contributions for affordable housing, Crossrail and other transport improvements. The Mayor argues that development proposals should address strategic as well as local priorities. This will be important in negotiations with the Mayor's office as he appears to seek a greater proportion of s106 payments that we currently use to mitigate the effects of development locally, as opposed to funding a London-wide infrastructure improvement. The council should object to the policy that seeks to allow for a balance without knowing what the Mayor's Strategic S106 demands are. Brent has produced its own Infrastructure and Investment Framework and the Mayor should do likewise so that boroughs can assess the level of those S106 demands and their soundness. This would allow scrutiny in the same way as happened with the Crossrail levy. Significantly, Policy 8.3 relates to the Community Infrastructure Levy and advises that this will be subject to separate guidance. The Mayor should not impose strategic priorities on the borough through the use of planning obligations and at the same time not assist more in key local infrastructure issues such as local primary school provision. The balance of determination on S106 should be with the borough - this is a proper bow to local priorities that the Mayor espouses.
- 3.31 Policy 6.5D refers to the Crossrail Planning Obligations and the Council is seeking clarification that the 'location' considered reference in the policy, is that of the 'location' of the development relative to Crossrail. This point is being raised by the Council at the Crossrail SPD Examination in Public, to ensure that Brent is not unduly affected by any Crossrail S106 requirements if there are no Crossrail stations in the borough.
- 3.32 Planning Obligations are covered in policy 8.2, with part A proposing a voluntary pooling of contributions across London. There is little benefit to the Council of it being given more weight through the London Plan. The Council will also seek clarification in 8.2L as it refers to 'contributions to the full cost of the mitigation'. It is unclear if this is a percentage contribution of the total cost, or a financial contribution equal to the full cost.
- 3.33 Annex 1 of the plan contains details of areas of Opportunity and Intensification. This list is largely unchanged from the current London Plan. Brent has been working hard to develop new areas of opportunity such as Alperton Canal side, developed through the Core Strategy and now being fleshed out in further planning guidance. This proposes a significant new neighbourhood of at least 1600 homes. This should be included as a new Opportunity Area in the Replacement Plan.

Concluding Comments

- 3.34 The change in emphasis in giving the boroughs more say in planning their own boroughs is welcomed. However, Brent is concerned that the objective to fund strategic transport and other strategic matters through planning obligations now, and latterly through CIL, indicates a change in the opposite direction.
- 3.35 The London Plan needs to offer a more comprehensive vision and commitment to the improvement of orbital public transport linking outer London town centres.
- 3.36 Wembley should be identified not only as a visitor destination but for its mixed use development including retail.
- 3.37 Brent Council supports the policy of retaining and expanding specific cultural facilities.
- 3.38 The London Plan housing target is supported by the council.
- 3.39 The minimum flat size standards are supported by the council in high density development, as is the move towards improving the design quality of new residential development and optimising rather than maximising density.
- 3.40 The council supports the aim of increasing affordable family housing but seeks a recognition that this may not be appropriate on every site.
- 3.41 The ability to stop back garden development is welcomed.
- 3.42 The council cannot deliver its Gypsy site allocation without a clear understanding of the funding avenues available to secure and develop such sites.
- 3.43 The council supports the protection and enhancement of social infrastructure but is concerned that policy requiring planning obligations pay for strategic planning requirements should not undermine this policy objective.
- 3.44 The shortage of school places requires a more rounded initiative from the Mayor with the boroughs. He needs to support development on suitable sites and to lobby for appropriate funding, including the provision of local S106 funds that will take priority over strategic requirements.
- 3.45 The London Plan should recognise areas such as Wembley that have the potential to deliver office floorspace in the longer term when retail and other facilities may make co-location more attractive.
- 3.46 The council supports the provision of decentralised energy networks but on condition that the mayor works with boroughs, government and energy providers to secure investment that allows their provision earlier in the development process. Retrofitting of existing stock is also supported but needs a realistic assessment of resources identified to undertake such work.

- 3.47 The Mayor should consider small scale enabling development on some SIL sites (on the edge of major SIL areas) where there are significant amounts of vacant land if it brings forward industrial and warehousing development.
- 3.48 The council supports the identification of Wembley as one of London's Strategic Cultural Areas.
- 3.49 The council considers that insufficient commitment is given to the expansion of orbital public transport modes that connect outer London's key town centres, even if this was in the longer term and may not include fixed rail projects.
- 3.50 The need to better protect existing areas of residential character is supported, while the tall buildings policy appears to be a reasonable way forward.
- 3.51 S106 obligations should prioritise local and not strategic projects until the Mayor has set out a comprehensive Investment and Infrastructure framework at which point the merits of local and strategic needs can be properly debated.
- 3.52 The Mayor should include other emerging areas of opportunity identified by the borough such as Alperton.

4.0 Financial Implications

- 4.1 There are no direct immediate financial implications arising directly from this report. However, the mayor is proposing policy changes that could divert S106 contributions from local infrastructure into strategic transport and other strategic matters. Although much would depend on the scope and nature of the S106 demands and soon on what is included in the Community Infrastructure Levy, it is important that local needs are given the necessary priority.

5.0 Legal Implications

- 5.1 The Mayor is required to prepare a spatial strategy (the London Plan) and keep it under review. The process for drawing up and altering the London Plan are set out in the Greater London Authority Act 1999 and Circular 1/2008. Boroughs Core Strategies and other Development Plan Documents have to be in general conformity with the London Plan.

6.0 Diversity Implications

- 6.1 One of the key objectives of the London Plan is to ensure that London is a city of diverse, strong, secure and accessible neighbourhoods.

Background Papers


Core Strategy, Proposed Submission, June 2009
Consultation Draft Replacement London Plan, October 2009

Contact Officers

Any person wishing to inspect the above papers should contact Dave Carroll,
Planning Service, X5309, dave.carroll@brent.gov.uk

Chris Walker
Chief Planner

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|  | <p style="text-align: center;">Planning Policy Committee 10th December 2009</p> <p style="text-align: center;">Report from the Chief Planner</p> |
| <p>For Action Wards Affected: ALL</p> | |
| <p>Report Title: Proposed Pre-submission Changes to the Site Specific Allocation Development Plan Document</p> | |

Forward Plan Ref:

1.0 Summary

- 1.1 This report summarises limited changes to the draft Site Specific Allocations Submission stage Development Plan Document of the emerging Local Development Framework. The limited changes are 3 new sites and a series of minor changes to the document. The changes are proposed following publication of, and consultation on, Brent's Site Specific Allocations in June 2009 in advance of submission to the Secretary of State.

2.0 Recommendations

- 2.1 That the Planning Committee recommends that Executive agrees the proposed changes to the Site Specific Allocation Development Plan Document set out in Appendix 1, for public consultation.

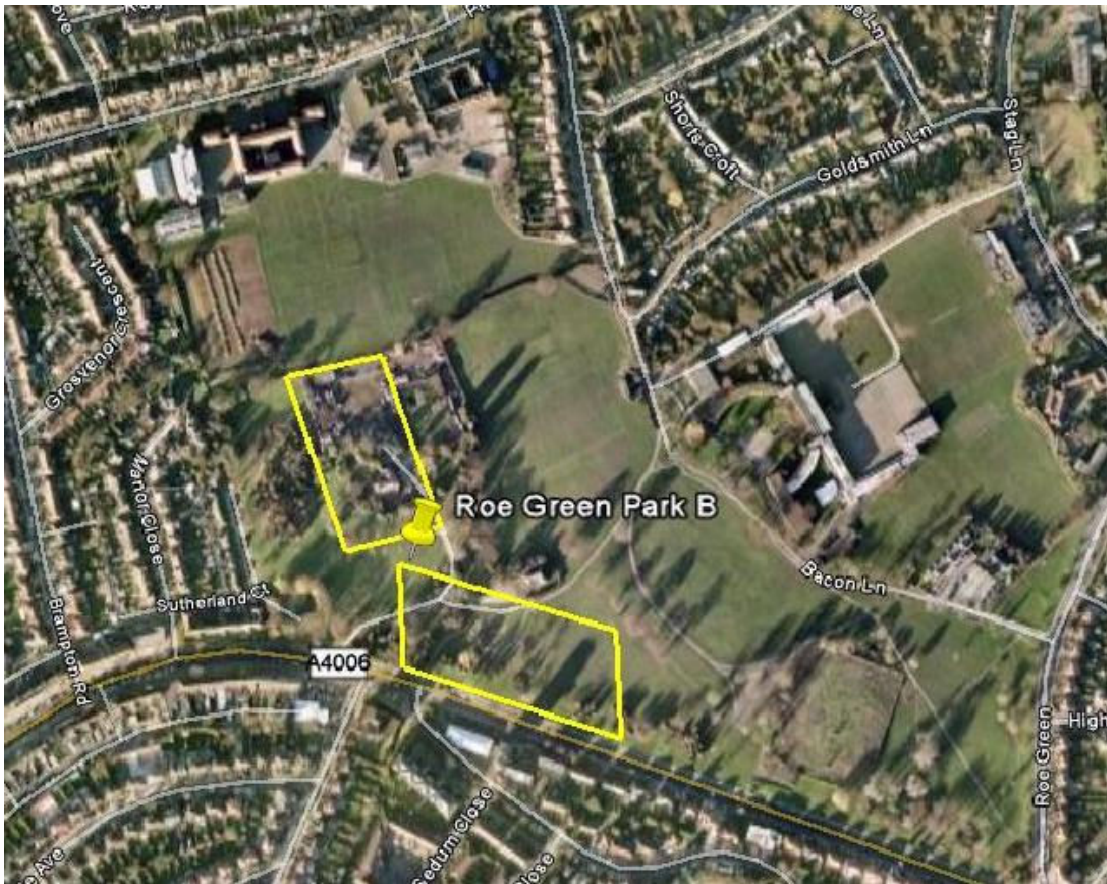
3.0 Detail

- 3.1 The Site Specific Allocations Development Plan Document contains details of development sites that are likely to come forward in the next plan period (15 – 20 years). As referred to within the report to the Council's Executive (16th November 2009), officers intend to submit the Site Specific Allocations DPD early in 2010. The document was published for consultation during the summer 2009. During this consultation period, representations were received that proposed changes be made to the document before adoption. It is proposed to submit the document so that it can be examined as soon as the Core Strategy is adopted. The role of the document is to give more details of

development within individual sites, including within the Core Strategy's growth areas.

- 3.2 Government best practice guidance (2008) for the Local Development Framework categorises changes to documents as "extensive changes", "focused changes" and "minor post-publication changes". None of the proposed changes are considered to be "extensive".
- 3.3 Having considered representations, officers recommend a number of changes to the document. These include:
- 3 new Site Specific Allocations – these are considered and recommended below. Draft allocations are included within the changes document at Appendix 1
 - Focused changes to existing Site Specific Allocations – these are included at Appendix 2
 - A focused change to the introductory text - this is discussed at para. 3.22.
 - Minor post publication (editing) changes – these are discussed at para. 3.28.
- 3.4 Focused changes: New Site Specific Allocations
Below, the inclusion of 3 new allocations is considered and recommended. Draft allocations for these are included at Appendix 1.
- 3.5 *Moberly Leisure Centre, South Kilburn*
A representation was received from the London Borough of Westminster for the inclusion of an allocation on the Moberly Leisure Centre in South Kilburn. The centre sits within Brent but is owned and operated by Westminster Council.
- 3.6 The representation seeks an allocation that promotes the redevelopment of the site for a new or improved leisure centre and enabling residential development. This site is within the South Kilburn growth area and entails the provision of improved facilities for the local community. Part of the site is a Victorian school and caretakers' house.
- 3.7 Although not listed, these are of some architectural and historical merit and this should be carefully considered as any proposal is brought forward. In principle, officers recommend the inclusion of this new site as a Site Specific Allocation. The Council would want to secure some affordable housing as part of any development to assist with the redevelopment of South Kilburn.
- 3.8 *Former service station garage Rucklidge Avenue*
Abermarle Trust, the owners of this site submitted a representation requesting the inclusion of this site within the document. The representation seeks allocation text that merely states "residential development". The site was subject to a planning application in 2007 where, despite officer recommendation, committee refused planning permission. Since then, the owners have resubmitted a planning application for residential development.

- 3.9 As this site is brownfield land within an urban development, officers feel that in principle, this site can be included within the document as it is in line with national and regional planning policy. However, officers suggest that the allocation is worded so as to refer to the difficulties of development derived from the outlook, privacy, mass and scale in relation to the surrounding properties.
- 3.10 *Former Wembley Mini-Market, Lancelot Road, Wembley*
London and Quadrant Housing Trust requested that this site be included as a site specific allocation for either solely residential or the mixed use redevelopment of this site.
- 3.11 This brownfield site has long been vacant and officers feel that in principle, the site is suitable for redevelopment. However, officers feel that in the interests of supporting the role of Wembley town centre, the development should include commercial uses at lower floors. This will supersede the proposals for the site included in the adopted UDP.
- 3.12 New sites considered but not included within the document
- 3.13 *Swimming Pool at Roe Green Park, Kingsbury*
The Council's Executive has considered and recommended the findings of a report in October 2009 that identified possible sites for a third swimming pool to serve the north of the borough. Executive accepted that Roe Green Park contained 2 potential sites and requested a detailed feasibility study to determine the preferred site. The sites present different planning considerations in respect of accessibility, potential loss of trees and the impact upon Kingsbury Manor, which is a listed building.
- 3.15 Officers feel that it is not possible to include an allocation at such an advanced stage in the document, when the actual site for this proposal has still not been agreed by the Council. Additionally, officers are concerned that the progress of the document is not held up while a site is agreed.
- 3.16 An allocation can be proposed at the Examination in Public if a site has been agreed before then. If this is not possible, officers suggest that a planning brief can be prepared that can be supplementary to the Core Strategy which itself includes a statement that the Council is seeking a pool in the north of the borough. This can deal with the more detailed site development issues and would be subject to public consultation.
- 3.17 An aerial photo taken from the Executive report is included below to indicate the 2 potential sites within Roe Green Park.



- 3.18 *Asiatic Carpets and Chancel House, Church End*
These sites were already included within the document but were identified for mixed use development. However, representations were received from Cllr James Powney and Cllr Janice Long that these sites be proposed to accommodate a new secondary school and a sixth form college.
- 3.19 Chancel House was considered for disposal by its owners but is now well occupied and there are no immediate prospects for the site to come forward for development. The level of occupation suggests that it would be extremely expensive to acquire this site and would not be achieved without complex compulsory purchase procedures. Discussions have also taken place with the owners of the carpet warehouse site who have been reluctant to move until they secure sufficient funds from housing development to finance a move to a nearby location in order to relocate their business. The floorspace needs for carpet storage are significant. Again this will be a costly exercise likely to be resisted by the owners.
- 3.20 Furthermore, the Infrastructure Investment Framework suggests that proposed development in Church End will give rise to half a form of entry at secondary level, and approximately $\frac{3}{4}$ of a form of entry at primary school level. Therefore, it is considered more appropriate in the short term to accommodate growth within existing schools whether by using up capacity (as at Cardinal Hinsley) or by extending capacity in other secondary schools in the borough. Officers continue to consider sites in the south of the borough for new schools.

- 3.21 *McNicholas House, Kingsbury Road*
An allocation was proposed by the new owners of this site for the mixed use redevelopment for a new Shree Swarminarayan temple building with indoor sports and multi use community facilities and employment floorspace. Officers feel that this allocation cannot be included as the site is designated as a Borough Employment Area and the case has not yet been made to depart from this.
- 3.22 *Taylor's Lane Power Station, Stonebridge*
Owners E.ON requested that this site be included as an allocation as a "strategic energy generation" site. Officers feel that, although its inclusion would not necessarily harm the document, the allocation proposes no change of use or redevelopment and merely maintains its current status. It is felt there is simply no need for this allocation.
- Focused change: Introductory section
- 3.23 Officers have clarified paragraph 1.17 of the introductory section that refers to "Planning for Infrastructure" to include a statement on utilities infrastructure in addition to social infrastructure to support development.
- Minor post-publication (editing) changes
- 3.24 Changes have been made throughout the document to clarify the planning history by including planning application numbers. This should make the document more accessible for readers.
- 3.26 All references to Flood Risk have been amended to reflect the need for Flood Risk Assessments to be updated and reassessed in the light of updated data from the Environment Agency; the following text will be added to all relevant allocations: *"therefore any assessment must be ensured that the most up to date data is used as part of the FRA."*
- 3.27 The reference to Core Policy 7 – Wembley Growth Area, references to sites W9 and W10 have been added. These should have been included in the policy and was an error of omission.
- 3.28 SSA16 Morrison's Supermarket has been amended to replace the reference to the Metropolitan Line with the Jubilee Line. The Metropolitan Line has long since ceased to use this line.
- 3.29 B/C1 Oriental City has been amended so that the planning history only refers to the former Oriental City site, and not the Asda supermarket, that also falls within the red-line.
- 4.0 Financial Implications**
- 4.1 There are no financial implications arising directly from this report.

5.0 Legal Implications

- 5.1 The preparation of the LDF, including the Core Strategy, is governed by a statutory process set out in Government planning guidance and regulations. The regulations allow for changes to be proposed to the draft Plan after publication. The changes proposed will be put to the Inspector for consideration along with any representations that may be made upon them.

6.0 Diversity Implications

- 6.1 Full statutory public consultation has been carried out in preparing the Core Strategy and an Impact Needs / Requirement Assessment (INRA), which assessed the process of preparing the Site Specific Allocations, was prepared and made available in November 2008.

Background Papers

London Borough of Brent LDF - Site Specific Allocations Proposed
Submission DPD, June 2009

London Borough of Brent LDF - Core Strategy Proposed Submission DPD,
June 2009

Executive Report, Oct 19th 2009, Third Pool in Brent - Progress Report

Contact Officers

Alex Hearn, Principal Policy and Regeneration Planner, Brent Planning
Service 0208 937 5346

Chief Planner
Chris Walker.

Appendix 1 Additional Sites

Appendix 2: Focused changes to existing Site Specific Allocations

| Number | Site Specific Allocation | Proposed change | Justification |
|--------|--------------------------|--|---|
| W3 | Brent Town Hall | Include policy reference to Core Policies 17, and 23. | A representation was made in this respect and officers feel this is a reasonable change to make. However it should be clear that the "Core Strategy Policy context" is not an exhaustive list of relevant Core Policies but is intended to demonstrate a policy reference with the Core Strategy, |
| W6 | Amex House | <p>Include the following text to the Flood risk comments section: At the end of the second sentence add the words "<i>or reduce flood water storage.</i>"</p> <p>The following text be added to the sentence that begins "<i>The FRA should include</i>": <i>"Demonstration that the site layout has been designed sequentially to place development in areas of lowest flood risk; design criteria for proposed development to ensure it is not at risk of flooding; demonstration of safe access/egress from the site during a flood event."</i></p> <p>The flowing text should be added at the end of the paragraph: "<i>therefore it must be ensured that the most up to date data is used as part of the FRA.</i>"</p> | These changes have been requested by the Environment Agency. |

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| W9 | Wembley High Road | Include policy reference to Core Policies 16 | A representation was made in this respect and officers feel this is a reasonable change to make. However it should be clear that the "Core Strategy Policy context" is not an exhaustive list of relevant Core Policies but is intended to demonstrate a policy reference with the Core Strategy, |
| W10 | Wembley Chiltern Embankments | Include sentence " <i>Embankments must be stabilised and development must not disrupt the rail service through the site.</i> " | A representation was made in this respect and officers feel that this is a reasonable change to make. |
| W10 | Wembley Chiltern Embankments | Include policy reference to Core Policy 17. | A representation was made in this respect and officers feel this is a reasonable change to make. However it should be clear that the "Core Strategy Policy context" is not an exhaustive list of relevant Core Policies but is intended to demonstrate a policy reference with the Core Strategy, |
| A2 | Minavil House and Unit 7 Rosemont Road | Remove sentence " <i>To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged</i> ". | This sentence was added at an earlier stage as it was requested by the Environment Agency. The Environment Agency is not the authority for the canal and British Waterways (which is) have requested that this be removed. As officers embarking on a masterplan for the Alperton area that includes the SSAs along the canal, retaining an element of flexibility over this issue in beneficial until the correct relationship with the canal for particular sites is established. |
| A3 | Former B&Q and | Remove sentence " <i>To assist this, an</i> | This sentence was added at an earlier stage as it |

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| | Marvelfairs House | <i>undeveloped buffer strip of 5 metres from the canal will be encouraged</i> ". | <p>was requested by the Environment Agency. The Environment Agency is not the authority for the canal and British Waterways (which is) have requested that this be removed.</p> <p>As officers embarking on a masterplan for the Alperton area that includes the SSAs along the canal, retaining an element of flexibility over this issue in beneficial until the correct relationship with the canal for particular sites is established.</p> |
| A4 | Atlip Road | Remove sentence " <i>To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged</i> ". | <p>This sentence was added at an earlier stage as it was requested by the Environment Agency. The Environment Agency is not the authority for the canal and British Waterways (which is) have requested that this be removed.</p> <p>As officers embarking on a masterplan for the Alperton area that includes the SSAs along the canal, retaining an element of flexibility over this issue in beneficial until the correct relationship with the canal for particular sites is established.</p> |
| A5 | Sunleigh Road | Remove sentence " <i>To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged</i> ". | <p>This sentence was added at an earlier stage as it was requested by the Environment Agency. The Environment Agency is not the authority for the canal and British Waterways (which is) have requested that this be removed.</p> <p>As officers embarking on a masterplan for the Alperton area that includes the SSAs along the</p> |

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| | | | canal, retaining an element of flexibility over this issue in beneficial until the correct relationship with the canal for particular sites is established. |
| A6 | Woodside Avenue | Remove sentence <i>“To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged”</i> . | <p>This sentence was added at an earlier stage as it was requested by the Environment Agency. The Environment Agency is not the authority for the canal and British Waterways (which is) have requested that this be removed.</p> <p>As officers embarking on a masterplan for the Alperton area that includes the SSAs along the canal, retaining an element of flexibility over this issue in beneficial until the correct relationship with the canal for particular sites is established.</p> |
| A7 | Mount Pleasant/Beresford Avenue | Remove sentence <i>“To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged”</i> . | <p>This sentence was added at an earlier stage as it was requested by the Environment Agency. The Environment Agency is not the authority for the canal and British Waterways (which is) have requested that this be removed.</p> <p>As officers embarking on a masterplan for the Alperton area that includes the SSAs along the canal, retaining an element of flexibility over this issue in beneficial until the correct relationship with the canal for particular sites is established.</p> |
| A8 | Northfields Industrial Estate | Remove sentence <i>“To assist this, an undeveloped buffer strip of 5 metres from the canal will be encouraged”</i> . | <p>This sentence was added at an earlier stage as it was requested by the Environment Agency. The Environment Agency is not the authority for the canal and British Waterways (which is) have</p> |

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| | | | requested that this be removed. As officers embarking on a masterplan for the Alperton area that includes the SSAs along the canal, retaining an element of flexibility over this issue in beneficial until the correct relationship with the canal for particular sites is established. |
| SSA1 | Metro House | Include sentence <i>"Until development proposal is forthcoming, continued use of the site as a hostel is supported."</i> | This was agreed at an earlier stage of consultation but was omitted from the submission stage document. |
| SSA20 | Former Unisys and Bridge Park Centre | Include sentence <i>"The design of development proposals can further mitigate the potential impacts of noise pollution through orientation and internal layout of buildings"</i> . | A representation was made in this respect and officers feel that this is a reasonable change to make. |
| SSA20 | Former Unisys and Bridge Park Centre | Include the following text to the Flood risk comments section: At the end of the second sentence add the words <i>"or reduce flood water storage."</i> | This was requested by the Environment Agency |
| SSA24 | Wembley Point | Include sentence <i>"The design of development proposals can further mitigate the potential impacts of noise pollution through orientation and internal layout of buildings"</i> . | A representation was made in this respect and officers feel that this is a reasonable change to make. |
| SSA24 | Wembley Point | Include sentence: <i>"This site requires a revised Flood Risk Assessment based upon the most up to date data before it can be included as an adopted Site Specific Allocation."</i> | This was requested by the Environment Agency |
| B/C3 | Capital Way | Clarify uses within buffer zone to include <i>"community uses"</i> . | This change would be inline with the planning permission on the site. |

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| PR2 | First Central | Include sentence <i>“Development must minimise loss of existing trees and must include a comprehensive and detailed landscape strategy including planting, materials and landscaping”</i> . | Although phases of the extant permission have not been built out, the landscaped parkland and lake have been delivered resulting in a high quality public realm. Recent related residential development benefits from this and this must be considered with any forthcoming development proposals. |
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| 1. | ADDITIONAL SITES | 2 |
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Site Specific Allocations - Proposed Pre-submission Changes

1. Additional Sites

Moberly Sports Centre

Address:

Chamberlanyne Road

Ward:

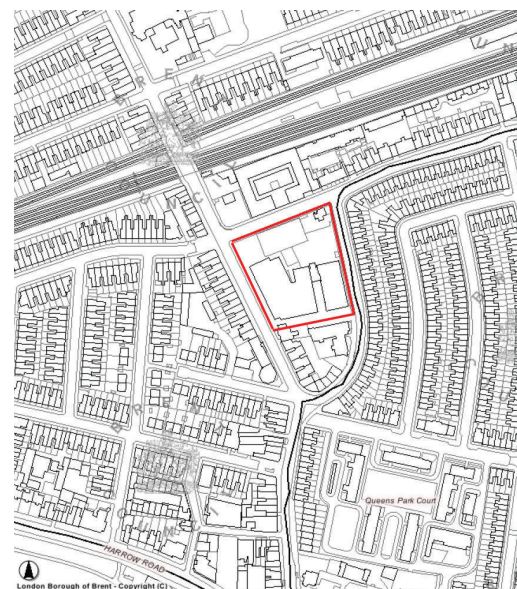
Queens Park

Area:

0.66ha

Description:

Underutilised site comprising sports facilities, nursery space, an ancillary cottage and open hard-standing located off Kilburn Lane and Banister Road to the east of Kensal Green underground station.



Core Strategy policy context:

Core Policies 1, 2, 4, 5, 6, 9, 18, 19, 21 and 23.

Planning guidance:

South Kilburn Supplementary Planning Document.

Planning history:

None relevant.

Allocation:

Westminster City Council are considering taking forward a redevelopment scheme for the site as a whole. It is proposed that a high quality, fully accessible and highly sustainable redevelopment is promoted which re-provides the existing sports and nursery facilities currently provided on the site to a higher quality and specification that better responds to demonstrable local need. It is also proposed that given the inclusion of the site within the South Kilburn Growth Area that the scheme includes residential units above ground floor level that form part of a high-quality and fully integrated mixed-use development.

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| Indicative development capacity | 104 units |
| Indicative development phasing | 2015 - 2016 |

Flood risk comments:

Not within an identified flood zone. Flood zones are subject to change and modelling and re-modelling is carried out on a quarterly basis by the Environment Agency, therefore any assessment must be ensured that the most up to date data is used as part of the Flood Risk Assessment.

Site Specific Allocations - Proposed Pre-submission Changes

Justification:

1.0.1 Delivering improved quality sports, nursery and other community facilities for which there is a demonstrable local need delivered as part of a mixed-use scheme, incorporating residential accommodation, that makes the best use of an underdeveloped site lying within the South Kilburn Growth Area. The redevelopment scheme will include creating a discernable residential frontage to Banister Road, providing high quality and fully accessible sports and recreational facilities at the ground and first floors, with residential accommodation delivered above as part of a vibrant mixed-use development. Close regard would be had to re-providing existing sports and community space at a higher standard in response to discernable local need; making best use of the site by delivering residential accommodation in this strategic Growth Area; ensuring that the development responds positively to its existing townscape context; and creating a vibrant, vital and mixed-use scheme which to the western extremity of the South Kilburn Growth Area.

Site Specific Allocations - Proposed Pre-submission Changes

Former Rucklidge Service station

Address:

High Street Harlesden

Ward:

Kensal Green

Area:

0.1 hectares

Description:

Vacant petrol filling station site along High Street Harlesden. There are commercial uses at ground floor either side of the site.

Core Strategy Policy context:

Core Policies 17 and 21

Planning history:

07/2829: Planning application refused, upheld at appeal: Erection of four-storey building comprising retail floor space 14 dwellings.

Allocation:

Residential development having careful regard for heights, scale and massing of surrounding uses and development and resulting levels of outlook and privacy.



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| Indicative development capacity | 16 units |
| Indicative development phasing | 2013-14 |

Justification:

Re-use of vacant brownfield site within urban location to increase the supply of housing in the area.

Site Specific Allocations - Proposed Pre-submission Changes

Former Wembley Mini-Market

Address:

Lancelot Road, Wembley

Ward:

Wembley Central

Area:

0.1 hectares

Description:

Vacant former covered market site just outside of the shopping frontage of Wembley Town Centre. Surrounding uses are a mixture of commercial and residential character.

Core Strategy policy context:

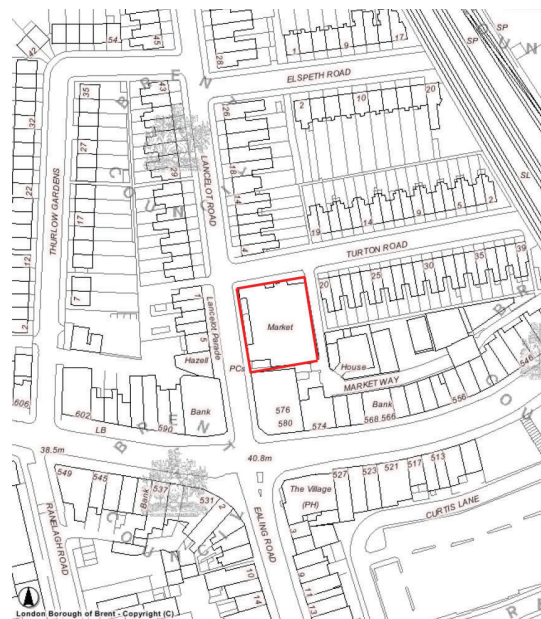
Core policies 1,2,3,4,5,6,7 and 18

Planning history:

None relevant

Allocation:

Mixed use development for residential and commercial uses to support the regeneration of Wembley town centre. Despite the location, development proposals must still have regard for the character and scale of the surrounding area.



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| Indicative development capacity | 16 |
| Indicative development phasing | 2013-14 |

Justification:

The allocation promotes a mix of uses that is in line with the aspirations for Wembley town centre to help establish a regenerative anchor at the western end of the town centre.

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