

**Committee Report
Planning Committee on 13 October, 2010**

**Item No. 24
Case No. 10/2076**

RECEIVED: 6 August, 2010

WARD: Stonebridge

PLANNING AREA: Harlesden Consultative Forum

LOCATION: Boiler Room next to 65, Besant Way, London

PROPOSAL: Demolition of a single-storey building and erection of a part 3- and part 4-storey building comprising 6 self-contained flats (4 one-bedroom & 2 two-bedroom), with new pedestrian access, provision of off-street car-parking, bin store and associated landscaping

APPLICANT: Brent Housing Services

CONTACT: Rick Mather Architects

PLAN NO'S:
(see condition 2 for details)

RECOMMENDATION

Grant planning permission subject to the completion of a satisfactory Section 106 or other legal agreement and delegate authority to the Director of Environmental Services to agree the exact terms thereof on advice from the Borough Solicitor.

SECTION 106 DETAILS

The proposal is submitted by the London Borough of Brent and the application site is also owned by the Council. As such, this proposal cannot be accompanied by a Section 106 agreement and the measures and contributions normally secured through the S106 agreement have been incorporated into conditions. However, if the site is sold to a third party, such as a Registered Social Landlord, then the Council will enter into a Section 106 or other legal agreement to secure the measures and constructions, as set out within the following Heads of Terms:

- Payment of the Council's legal and other professional costs in (a) preparing and completing the agreement and (b) monitoring and enforcing its performance;
- That 100% of the dwellings are provided as Social Rented Affordable;
- A contribution of £19,200 (£2,400 per additional AH bedroom)
 - i. 50% due on material start and, index-linked from the date of Committee for Education, Sustainable Transportation, Open Space in the Local Area
 - ii. 50% towards the provision, prior to Occupation, landscaping (including new trees) and other environmental improvements in the locality;
- That 100% of the homes should be constructed to Lifetime Homes Standards;
- The submission, approval and implementation of a strategy for the provision of Wheelchair Accessible or Easily Adaptable units within the St Raphaels Estate housing proposals which demonstrates the provision of such housing at a rate of 10%.

And, to authorise the Director of Environment and Culture, or other duly authorised person, to refuse planning permission if the applicant has failed to demonstrate the ability to provide for the above terms and meet the policies of the Unitary Development Plan and Section 106 Planning

Obligations Supplementary Planning Document by concluding an appropriate agreement within a reasonable timeframe.

EXISTING

The subject site is situated on the western side of Besant Way within the St Raphaels estate. Currently the site contains a single-storey building originally built as a boiler house. More recently, this building has been in use as an office for the estate. This activity has now ceased, however, a youth-mentoring project is still based within the building.

The site is not situated within a Conservation Area and there are no listed buildings in the vicinity. Surrounding buildings are in residential use and reach 4 storeys in height.

PROPOSAL

This application proposes the demolition of a single-storey building and erection of a part 3- and part 4-storey building comprising 6 self-contained flats (4 one-bedroom & 2 two-bedroom), with new pedestrian access, provision of off-street car-parking, bin store and associated landscaping.

HISTORY

03/0225 - External alterations to building and use of boiler house as offices (Use Class B1)
Granted - 08/04/2003

POLICY CONSIDERATIONS NATIONAL

Planning Policy Statement 1	Creating Sustainable Communities (2005)
Planning Policy Statement 3	Housing (2010)
Planning Policy Statement 12	Local Spatial Planning
Planning Policy Guidance 13	Transport (2001)
Planning Policy Guidance 17	Planning for Open Space, Sport and Recreation (2002)
Planning Policy Guidance 24	Planning and Noise (1994)

REGIONAL

The London Plan

Policy 3A.1	Increasing London's supply of housing
Policy 3A.2	Borough housing targets
Policy 3A.3	Maximising the potential of sites
Policy 3A.5	Housing choice
Policy 3A.6	Quality of new housing provision
Policy 4A.11	Living Roofs and Walls
Policy 4A.14	Sustainable Drainage
Policy 4A.16	Water Supplies and Resources
Policy 4A.19	Improving Air Quality
Policy 4A.20	Reducing Noise and Enhancing Soundscapes

Supplementary Planning Guidance

Housing (2005)
Providing for Children and Young People's Play and Informal Recreation (2008)

LOCAL

Brent Local Development Framework Core Strategy 2010

CP1	Spatial Development
CP2	Population and Housing Growth
CP5	Placemaking
CP6	Design & Density in Place Shaping
CP14	Public Transport Improvements
CP15	Infrastructure to Support Development
CP17	Protecting and Enhancing the Suburban Character of Brent
CP18	Protection and Enhancement of Open Space, Sports and Biodiversity
CP21	A Balanced Housing Stock

Brent Unitary Development Plan 2004

Strategy

The overall strategy of the UDP has 11 key objectives which are as follows:

1. Prioritising locations and land-uses to achieve sustainable development;
2. Reducing the need to travel;
3. Protecting and enhancing the environment;
4. Meeting housing needs;
5. Meeting employment needs and regenerating industry and business;
6. Regenerating areas important to London as a whole;
7. Supporting town and local centres;
8. Promoting tourism and the arts;
9. Protecting open space and promoting sport;
10. Meeting community needs; and,
11. Treating waste as a resource.

Policies

BE2	Local Context
BE3	Urban Structure: Space & Movement
BE4	Access for disabled people
BE5	Urban clarity and safety
BE6	Landscape design
BE7	Streetscene
BE8	Lighting and light pollution
BE9	Architectural Quality
BE13	Areas of Low Townscape Quality
EP2	Noise and Vibration
EP3	Local air quality management
EP6	Contaminated land
H12	Residential Quality – Layout Considerations
H13	Residential Density
H14	Minimum Residential Density
TRN3	Environmental Impact of Traffic
TRN4	Measures to make transport impact acceptable
TRN9	Bus Priority
TRN10	Walkable environments
TRN11	The London Cycle Network
TRN23	Parking Standards – Residential Developments
TRN34	Servicing in new developments
TRN35	Transport access for disabled people & others with mobility difficulties
PS1	Parking standards – Operation of these parking Standards
PS14	Parking Standards – Residential Developments
PS15	Parking for disabled people
PS16	Cycle parking standards
OS18	Children's play areas
CF6	School places

Brent Council Supplementary Planning Guidance and Documents

SPG4	Design Statements
SPG12	Access for disabled people
SPG13	Layout standards for access roads
SPG17	Design Guide for New Development
SPG21	Affordable Housing
SPD	Section 106 Planning Obligations

SUSTAINABILITY ASSESSMENT

N/A

CONSULTATION

Standard three-week consultation period carried out between 08 September 2010 and 29 September 2010 in which 61 properties were notified.

No comments have been received regarding the application.

Internal Consultees

Landscape Design:

No objections in principle, however, some concerns have been raised regarding the access to and layout of communal areas together with improvements to walls/fencing along the frontage and tree planting.

Revised drawings have been submitted to address these concerns.

Thames Water:

No objections

Transportation:

No objections, subject to contributions towards improving non-car access, highway safety improvements and new parking controls.

Environmental Health:

Site Investigation: conditions are recommended regarding a site investigation, remediation strategy and validation report and certificates.

Urban Design:

No objections.

REMARKS

This application proposes the construction of 6 new residential units on Besant Way. The key issues associated with this proposal relate to:

- The principle of development, in terms of the loss of a small amount of community facilities space.
- The design, appearance and layout of the proposal.
- The landscaping proposals.
- The quality of accommodation.
- Any potential impacts on adjoining residents.
- Transportation issues, including car-parking, cycle parking and access.

The proposal is one of four applications for new homes within the St Raphaels Estate submitted by the Brent Council Housing Service. The other proposals relate to Lovett Way (reference 10/1764 considered at the previous Planning Committee meeting), Play Area at the junction of Pitfield Way & Henderson Close (reference 10/1980 - also being considered at this Planning Committee meeting) and Tillett Close (reference 10/2075 - also being considered at this Planning Committee meeting).

General Principles of development

Principle of Residential Development

The proposals relates to the redevelopment of a brownfield site which is now largely redundant. Whilst it is noted that a youth-mentoring project currently utilises the existing building, the applicants have provided details of other suitable facilities where this project can be accommodated within the area. On this basis, the construction of new residential units within what is primarily a residential area is acceptable in principle.

Density

The density of the proposed development is 140 units per hectare or 326 habitable rooms per hectare. This exceeds the London Plan range with regard to the number of units (50-95 units/Ha) and habitable rooms per hectare (150-250 HRH). The lower density range is due to the poor public-transport accessibility level (PTAL) of the area, however, the density of the original estate would also exceed the suggested density range.

Furthermore, it should be noted that any density-calculation tool is only one method used to assess a scheme and should be subject to acceptable design, bulk and massing, layout, access and parking. Your officers consider that the design and massing of the proposed units is in keeping with the locality (please see subsequent discussion on design). Your officers accordingly consider that the density of the proposed development is acceptable.

Layout, design and landscaping

General layout of development

The proposed dwellings front Besant Way with the main entrance and pathways to communal amenity space providing activity within this frontage. Amenity space is provided to the rear divided in to private space for the ground floor unit and communal space for first- and second-floor units supplementing private balconies.

The building is positioned further back in the site in comparison with the block to the north but forward of the block to the south maintaining the staggered building line established along this side of Besant Way.

Design and appearance

The applicants proposed a part 3-storey, part 4-storey building on the site. The scale of building proposes is in keeping with the existing buildings adjacent to the site.

The proposed buildings are modern and simple in design, and rely on a high quality of materials and details to ensure their success. The buildings complement rather than replicate the existing 1960s buildings, which is considered an acceptable approach for the site.

Landscaping

The landscaping proposals have been amended since the first submission, with the amendments increasing the level of tree and shrub planting and introducing a soft landscaping buffer in front of the proposed building. Planting and seats help to define the communal amenity space into a variety of spaces.

It is noted that the frontage of the site will be dominated by hardsurfacing to provide parking and refuse storage, however, amendments are currently being sought to alter the parking arrangement to on-street provision, in a similar manner to existing arrangements along Besant Way, with only

one space then required off-street for the disabled unit. This would allow the frontage to achieve a better balance between soft landscaping, paving and refuse storage, and positively contribute to the character of the area. Confirmation that satisfactory amendments have been secured will be reported within the supplementary report.

It is also noted that the scheme will involve the removal of a small amount of estate greenery on Lansbury Close, including the removal of two trees. Trees will be reprovided within the amenity areas of the new flats and would have public amenity value. Furthermore, there is an opportunity to enhance the existing greenery area which will remain. Details of satisfactory planting within the area shall be secured by condition. On balance, the loss of a modest amount of green space in an area is therefore not considered to raise significant concerns with officers.

Quality of Accommodation

The proposed units exceed the Council's guidance levels for minimum internal floorspace. The units exceed the Council's guidance levels regarding external amenity space through the use of ground-floor space, balconies and a large roof terrace for the second-floor unit. Distances between habitable-room windows and boundaries are adequate to provide satisfactory outlook.

An adequate level of cycle storage is proposed within the building, whilst satisfactory refuse and recycling storage facilities can be accommodated within the site frontage.

The applicants have confirmed that all homes will be built to Lifetime Homes standards. With regard to Wheelchair or Easily Adaptable Housing, the applicants have confirmed that 10% of the homes that are constructed as part of the St Raphaels Housing project will be Wheelchair Accessible. The ground-floor, 2-bedroom, 4-person unit is wheelchair-accessible which is considered adequate provision.

Play and recreational space

The child yield of the proposed development has been calculated to be 2.8. Given the size of the areas of private amenity space given to the two-bedroom units and the proximity to play facilities and open space, your officers do not consider it necessary for play and recreation provision to be provided on-site in this instance.

Summary

The quality of housing proposed within the development is acceptable and in accordance with the Council's policies and guidance.

Impact on adjoining residents/occupiers

Daylight and Sunlight

The existing residential buildings to the north and south of the site present blank walls towards the application site and there are no windows within these buildings which will be affected by the proposal. The building has been positioned forward of the building to the south and extends beyond the rear wall of the building to the north. The closest habitable-room windows in the front and rear walls of these buildings would not be unduly affected, however, due to the oblique angle from which the proposed building would be visible. As such, the proposal is not considered to have an unduly detrimental impact on the daylight or sunlight currently enjoyed by these units or existing outlook.

Privacy and overlooking

The proposal does not directly face windows of any nearby dwellings. The nearest windows are set at an oblique angle to the proposed development and the potential impact on the privacy of residents is accordingly minimal. No habitable-room windows are proposed within walls which face private gardens. As such, your officers do not consider the proposal to have an unduly detrimental impact on the privacy of neighbouring residents.

Transportation

Car parking

The original submission proposed 5 off-street parking spaces which dominated the site frontage. This exceeded maximum parking standards of 3.2 space and failed to provide sufficient soft landscaping to satisfy BE7. In order to address these concerns amendments have been agreed in principle to provide 3 parallel on-street bays in the manner already established along Besant Way. A further disabled space will be provided off-street for the ground-floor unit. In order to ensure an adequate footway would be retained, a portion of the site frontage will be converted to footway. This arrangement is considered satisfactory by the Council's Transportation engineers.

Cycle Parking

Adequate cycle parking is proposed for future occupants in line with UDP standards.

Servicing

Refuse storage is situated within bin stores on the site frontage. This allows suitable access for residents and ensures that the bins are an appropriate distance from the street.

Summary

The car-parking, cycle-storage and refuse-storage proposals are considered to be acceptable.

Site Survey/Contamination

A Desk Study has not been submitted in relation to this site. However, given the site history and the work that has been commissioned by Environmental Health, there is the potential presence of contamination in the proposed development area due to the historical land use. Environmental Health have accordingly recommended that conditions are attached requiring a Site Investigation, Remediation Strategy and Verification Report.

Conclusions

The proposal, which is intended to enable the delivery of the North Circular Road project, provides a satisfactory standard of accommodation and includes adequate parking arrangements to meet the demand generated by the proposal. Your officers consider that the proposed layout, design and appearance pays the appropriate regard to its context and should result in improvements to the public realm whilst also being designed to ensure that it mitigates any unduly detrimental impacts on nearby residents or occupiers. Accordingly it is recommended that planning permission be granted, subject to conditions.

REASONS FOR CONDITIONS

n/a

RECOMMENDATION: Grant Consent

REASON FOR GRANTING

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

Brent Unitary Development Plan 2004
Central Government Guidance
Council's Supplementary Planning Guidance
Brent Local Development Framework Core Strategy 2010

Relevant policies in the Adopted Unitary Development Plan are those in the following chapters:-

Built Environment: in terms of the protection and enhancement of the environment

Environmental Protection: in terms of protecting specific features of the environment and protecting the public

Housing: in terms of protecting residential amenities and guiding new development

Open Space and Recreation: to protect and enhance the provision of sports, leisure and nature conservation

Transport: in terms of sustainability, safety and servicing needs

CONDITIONS/REASONS:

- (1) The development to which this permission relates must be begun not later than the expiration of three years beginning on the date of this permission.

Reason: To conform with the requirements of Section 91 of the Town and Country Planning Act 1990.

- (2) The development hereby permitted shall be carried out in accordance with the following approved drawing(s) and/or document(s):

542_1200 P

542_1201 P

542_1013 P3

542_1220 P

542_1003 P

542_1010 P2

542_1102 P

542_1000 P2

542_1211 P

Design and Access Statement (dated August 2010)

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

- (3) All parking spaces, footways and other alterations to the highway, both within and outside of the subject site (but detailed in the approved plans) shall be constructed and permanently marked out prior to first occupation of any of the units approved. Such works shall be carried out in accordance with the approved plans and thereafter shall not be used for any other purpose, except with the prior written permission of the Local Planning Authority obtained through the submission of a planning application.

Reason: To ensure a satisfactory development which contributes to the visual amenity of the locality and which allows the free and safe movement of traffic and pedestrians throughout the site and to provide and retain adequate cycle and car parking and access in the interests of pedestrian and general highway safety and the free flow of traffic within the site and on the neighbouring highways.

- (4) All new external work shall be carried out in materials that match, in colour, texture and design detail, those of the existing building.

Reason: To ensure a satisfactory development which does not prejudice the amenity of the locality.

- (5) All areas shown on the approved plans shall be suitably landscaped in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority prior to commencement of any demolition/construction work on the site. Such landscaping work shall be completed during the first available planting season

following completion of the development hereby approved and the details approved under item (e) below shall be implemented prior to demolition/construction commencing and retained during demolition/construction.

The submitted scheme shall include details of:

- (a) the planting scheme for the site, which shall include species, size and density of plants;
- (b) walls, fencing and any other means of enclosure, including materials, designs and heights;
- (c) treatment of areas of hardstanding and other areas of hard landscaping, including materials;
- (d) Existing contours and levels and any alteration of the ground levels, such as grading, cut and fill, earth mounding and ground modelling.
- (e) trees and other vegetation to be retained within the site and the techniques to be used to protect them during construction and the use of appropriate building foundations in accordance with British Standard 5837. This shall include construction details for the building, all hard-surfaced areas, details of routing for any underground services that may affect the trees and details of the protection of the trees during the construction period, to ensure that the development hereby approved does not damage the trees, including their roots.

Any trees and shrubs planted in accordance with the landscaping scheme and any plants which have been identified for retention within the development which, within 5 years of planting, are removed, dying, seriously damaged or become diseased, shall be replaced to the satisfaction of the Local Planning Authority, by trees and shrubs of similar species and size to those originally planted.

Reason: To ensure a satisfactory standard of appearance and to ensure that the proposed development enhances the visual amenity of the locality.

- (6) The development hereby approved shall not be occupied unless details of the off-site works and landscaping to the estate greenery to the rear of the site have been submitted to and approved in writing by the Local Planning Authority and the approved works implemented in full. The details shall include:

- (a) the planting scheme, which shall include species, size and density of plants;
- (b) existing contours and levels and any alteration of the ground levels, such as grading, cut and fill, earth mounding and ground modelling.

The approved details shall maintained thereafter. Any trees and shrubs planted in accordance with the landscaping scheme and any plants which have been identified for retention within the development which, within 5 years of planting, are removed, dying, seriously damaged or become diseased, shall be replaced to the satisfaction of the Local Planning Authority, by trees and shrubs of similar species and size to those originally planted.

Reason: To ensure a satisfactory standard of appearance and to ensure that the proposed development enhances the visual amenity of the locality and the adequate provision of car parking and play facilities.

- (7) No development shall commence unless details of any external lighting, including the lux level and a lighting contour map, have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented in full

prior to occupation, unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interests of safety and the amenities of the area.

- (8) The development hereby approved shall not be occupied unless details have been submitted to and approved in writing by the Local Planning Authority which confirm that all units have been constructed to Lifetime Homes standards.

Reason: To ensure a satisfactory development.

- (9) The development hereby approved shall not be occupied unless details have been submitted to and approved in writing by the Local Planning Authority which confirm that 1 of the units hereby approved have been constructed to Wheelchair Accessible or Easily Adaptable standards, or a strategy for the provision of a minimum of 10 % of dwellings as Wheelchair Accessible or Easily Adaptable units within the St Raphaels housing proposals has been submitted to and approved in writing by the Local Authority and the approved strategy shall be implemented in full.

Reason: To ensure a satisfactory development.

- (10) Prior to the commencement of building works, a site investigation shall be carried out by suitably qualified persons to determine the nature and extent of any soil contamination present. The investigation shall be carried out in accordance with a scheme, which shall be submitted to and approved in writing by the Local Planning Authority, that includes the results of any research and analysis undertaken as well as an assessment of the risks posed by the contamination and an appraisal of remediation options required to contain, treat or remove any contamination found. The written report is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure the safe development and secure occupancy of the site proposed for domestic use in accordance with policy EP6 of Brent's Unitary Development Plan 2004.

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

Reason: To ensure the safe development and secure occupancy of the site proposed for domestic use in accordance with policy EP6 of Brent's Unitary Development Plan 2004.

- (12) The development hereby approved shall not commence unless details are submitted to the Council which demonstrate that the development has joined the Considerate Constructors Scheme. The developer shall thereafter adhere to the scheme for the period of construction.

Reason: To safeguard the amenities of adjoining and nearby residents and occupiers.

- (13) In order to mitigate against the possibility of numerous satellite dishes being installed on the buildings hereby approved, details of a communal television system/satellite dish provision shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be fully implemented.

Reason: In the interests of the visual appearance of the development in particular and the locality in general.

- (14) No development shall commence unless details of the timber refuse and recycling storage facilities have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall not be occupied until the agreed store has been constructed in full accordance with the details as approved and these facilities shall be retained.

Reason: To ensure satisfactory facilities for refuse/recycling facilities.

INFORMATIVES:

- (1) With regard to surface-water drainage, it is the responsibility of a developer to make proper provision for drainage to ground, water courses or surface-water sewer. In respect of surface water, it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of Ground Water. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required, to ensure that the surface-water discharge from the site will not be detrimental to the existing sewerage system.. They can be contacted on 08454 850 2777.
- (2) There are public sewers crossing the site, therefore no building will be permitted within 3 metres of the sewers without Thames Water's approval. Should you require a "building over sewer" application form or other information relating to your building/development work, please contact Thames Water on 0845 850 2777.

REFERENCE DOCUMENTS:

The London Plan Consolidated with Amendments Since 2004
Brent Unitary Development Plan 2004
Brent Local Development Framework Core Strategy

Any person wishing to inspect the above papers should contact David Glover, The Planning Service, Brent House, 349 High Road, Wembley, Middlesex, HA9 6BZ, Tel. No. 020 8937 5344



Planning Committee Map

Site address: Boiler Room next to 65, Besant Way, London

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