



**Cabinet**  
19 June 2017

**Report from the Strategic Director  
of Regeneration and Environment**

For Information

Wards affected:  
Kilburn and Queens Park

**South Kilburn Supplementary Planning Document**

**1.0 Summary**

1.1 Cabinet approved draft South Kilburn Supplementary Planning Document for consultation on 19<sup>th</sup> February 2017. This report sets out the results of the consultation feedback, officer responses and where necessary recommended changes to the document. It seeks approval by Cabinet of the adoption of the amended South Kilburn Supplementary Planning Document and the revocation of the existing 2005 South Kilburn Supplementary Planning Document. Once adopted the Supplementary Planning Document will have weight as a material consideration in the determination of planning applications.

**2.0 Recommendations**

2.1 Cabinet consider the consultation responses, officer recommendations and proposed amendments to the draft South Kilburn Supplementary Planning Document as set out in Appendix 1.

2.2 Cabinet approve the adoption of the South Kilburn Supplementary Planning Document 2017 as set out in Appendix 2.

2.3 Cabinet revoke the existing South Kilburn Supplementary Planning Document 2005.

**3.0 Detail**

**Background**

3.1 The regeneration of South Kilburn Growth Area and more particularly the South Kilburn Estate led by the Council over the last decade has been one of the most transformational changes to have occurred in the Borough. The regeneration which is approaching its half way stage on the estate has resulted in approximately 1000 dwellings either being completed or about to

start on site, of which over 500 will be replacements for social rented properties of existing tenants on the estate.

- 3.2 The quality achieved to date has been impressive. Numerous residential sites and other new facilities such as open space provision have been recognised as exemplar schemes in national and international built environment and landscape awards. Extensive engagement has been undertaken with the community and existing residents have, on the whole, bought into the change proposed and delivered to date. It has been one of the more successful estate renewal projects in London. Officers have been recognised nationally for their contribution to regeneration and visits by senior Ministers and the Mayor have resulted for praise in what has been achieved so far.
- 3.3 Although much good work has been done, the transformation is only part way through. There has been much change nationally and locally since 2005 when the initial South Kilburn Supplementary Planning Document was adopted. At least 2400 new homes and 1200 replacement affordable homes were identified in the Local Plan for the area. To assist in providing increased clarity about what will be delivered in the future, including the associated community infrastructure, planning guidance needs to be updated. This takes account of new opportunities that have been identified and will provide more certainty for the community, the Council as landowner and planning authority and other investors.
- 3.4 In the early noughties the Council recognised the need for wholesale regeneration of the South Kilburn Estate to replace poor quality council housing stock and upgrade that which was of better quality to improve the life chances of residents. It worked closely with the local community as part of a government programme (New Deal for Communities). This resulted in a masterplan for the estate which identified properties to be retained and those which could be redeveloped.
- 3.5 The masterplan at that time was incorporated into the South Kilburn Supplementary Planning Document 2005 to give it weight in the determination of planning applications. In 2010 the Brent Core Strategy updated Development Plan policy for the area. In recognition of significant changes in circumstances since the adoption of the 2005 SPD, the Council commissioned a masterplan review in 2016 for the estate. This resulted in the production of the draft South Kilburn Supplementary Planning Document 2017. Cabinet on 19<sup>th</sup> February 2017 approved the draft 2017 document for consultation. The report for that item provides detailed background on why it was considered necessary to take forward a new Supplementary Planning Document.
- 3.6 This report sets out the consultation responses received, recommendations on those responses and where necessary proposed changes to the Supplementary Planning Document for Cabinet to consider. The report recommends Cabinet adopt the amended South Kilburn Supplementary Planning Document 2017, to replace the existing South Kilburn Supplementary Planning Document 2005 which then needs to be formally revoked.

## **Consultation on the draft South Kilburn Supplementary Planning Document**

- 3.7 The document was consulted upon for a 6 week period ending 30<sup>th</sup> March 2017. It was placed on the website, with paper copies being made available in local Brent libraries. There was a public notice in the South Kilburn Times. Individuals, statutory consultees, local councillors, residents' groups and interested parties identified on the planning policy contacts database were notified of the consultation.
- 3.8 Nineteen responses were received ranging from statutory consultees, locally active organisations and individual residents in or around the area. The majority of the consultees responding were overall positive about the contents of the draft document, although they might have had specific areas of concern. A couple of responses were less supportive of the South Kilburn estate regeneration process in particular, which they considered to be dominated by a commercial imperative on the part of the Council to the detriment of likely outcomes for the local community.

### **Responses – brief overview**

- 3.9 A full schedule of the responses received, officer consideration and recommended changes to the draft Supplementary Planning Document are set out in Appendix 1. This also identifies some minor changes considered necessary. These for instance are in response to the document changes from a draft to adoption, minor anomalies have been noted between text and diagrams, clarity of reference and factual updates.
- 3.10 In terms of a brief overview, the following matters were raised, the:
- a) Length of the consultation/level of engagement in the masterplan/planning document
  - b) Justification for additional height of development in some areas
  - c) Additional dwelling numbers proposed and the adequacy of infrastructure to meet needs
  - d) Suggested changes to some movement routes, in particular the solution for Malvern Road
  - e) Perceived loss of community facilities

### **Length of the consultation/level of engagement in the masterplan / planning document**

- 3.11 Criticism was received from one local resident and representatives of the users of the Carlton and Granville Centres about the level of engagement in the masterplan process and the time of the consultation for the Supplementary Planning Document running for 6 weeks. In response to this it is not considered that the length of the consultation was prejudicial to allowing adequate responses to be made. The relevant Regulations seek a minimum of 4 weeks consultation on Supplementary Planning Documents, whilst development plan documents which have a higher planning status have to only be consulted upon for 6 weeks. There was much engagement in the masterplanning process with the local community and interested groups in the 6 months preceding the presentation of the outcomes of the final draft masterplan in December 2016. The presentation event identified that a draft

Supplementary Planning Document effectively taking forward the masterplan outcomes would be issued for consultation in 2017. Notwithstanding this, flexibility has been shown where a small number of respondents identified that they could not meet the deadline set. In this small number of cases additional time was given to submit their responses.

### **Justification for additional height of development in some areas**

- 3.12 Concerns were raised by local residents about the height of dwellings proposed. In particular this represented a departure from the mansion block typically lower height preference (6-8 storeys) of the original New Deal for Communities masterplan/Supplementary Planning Document 2005. Changes in London Plan policy and the need to accommodate more dwellings in the Borough since 2005 have required a reconsideration of the development potential of the area. If the Supplementary Planning Document had not been updated, this would have occurred in any case on an application by application basis. The GLA in particular typically seeks reassurance/ challenges density levels to ensure that they are maximised on referable schemes, which most of South Kilburn will be. This reconsideration has already resulted in schemes in South Kilburn which have either been built, or have planning consent for taller elements, e.g. George and Swift Houses Albert Road (11 storeys) and the Peel redevelopment (16 storeys). The revised document provides the opportunity to provide a cohesive and consistent approach in terms of place-making to height.
- 3.13 In response, the solution has not been to remove the mansion block typology, but adapt it to include taller elements where additional height is considered appropriate. This will result in a small number of sites where 10 or more storeys will be provided. This will be part of a wider development parcel of typically lower rise development. Principally this is along Carlton Vale (a wide road and principal movement route) where in urban design times such interventions are considered acceptable. There are two exceptions where taller elements are proposed. These are along part of Cambridge Road in response to a stepping down from Carlton Vale and on Rupert/Denmark Road to complement the existing and proposed heights around Woodhouse Urban Park.
- 3.14 The block nature of the existing massing drawings which are purposely devoid of detail can perhaps sometimes provide a crude understanding of impacts. Taking into account the comments received, the relationship of the proposals with the local statutory and non-statutory heritage assets has been revisited. Whilst the principle of such heights, if the designs are of sufficient quality is considered not to harm these heritage assets (buildings and conservation area), the detailing and methods of reducing massing impact on the perception of bulk will be important in ensuring the setting of heritage assets is preserved or enhanced. A solution akin to the architecture of the existing housing blocks that will be removed for instance would not be viewed positively. As such the wording of the document in the relevant parts of the site specific section (12) will be amended to make it clear that quality will be expected in these areas to ensure the setting is protected or enhanced.

## **Additional dwellings proposed and the adequacy of infrastructure to meet needs**

- 3.15 Concerns were raised about the additional dwellings proposed and how this would impact on infrastructure. The document in Appendix 2 identifies that approximately 3500 dwellings will be delivered (and that this could increase if other opportunity sites are brought forward). This is compared to “at least 2400” identified in Core Strategy Policy CP9.
- 3.16 As identified the Council has a requirement to meet a much increased housing target set in the London Plan and therefore has to make best use of opportunities that present themselves. In terms of the significant pieces of infrastructure: schools, transportation, healthcare and open space; all are considered to be adequately planned for.
- 3.17 The Council's education planning team are aware of the amended figures and consider the capacity proposed at the integrated school site appropriate to meet future needs. Secondary school provision is a wider borough matter that is currently being addressed in terms of identifying sites. Funding for this is likely to come from the Education Funding Agency. With regards to transportation, the developments will essentially be limiting car parking provision to minimum levels and for the most part address infrastructure requirements associated with this on site whilst limiting residents' ability to apply for on-street permits. Where it can be justified additional funding will be provided to TfL to supplement existing public transport provision and the Council is keen to pursue provision of 'Boris' bikes.
- 3.18 In terms of healthcare, the health centre at the Peel redevelopment will have more than sufficient space to cater for the number of GPs required through the additional dwellings provided. It will incorporate a facility that has the potential to serve more than the immediate area. In terms of open space, private amenity will be provided to local plan standards wherever possible on site, or through updating existing facilities. In addition significant levels of investment through Community Infrastructure Levy and regeneration funds provide the potential to address deficiencies currently evident in the area, e.g. around sports pitch provision which can be accommodated in the South Kilburn Park reconfiguration.

## **Suggested changes to movement routes**

- 3.19 Concern was raised by local residents about missed opportunities to connect north and south of Carlton Vale but also by TfL of the potential for changes to this in increasing connectivity across this road to adversely impact on bus services. In addition concern was raised about the potential increase in traffic on Malvern Road in relation to the proposed school site and allowing two way flows of traffic which were not considered to have taken sufficient account of recent changes made by Westminster Council in Saltram Crescent.
- 3.20 In relation to Carlton Vale a balanced approach has been pursued, taking account of its role as a principal movement and bus priority corridor with the need to reduce perceived severance of the communities to the north and south. The route is currently subject to implementation of a project to implement dedicated cycleways which will change its character to make it more pedestrian and cyclist friendly. This will be supplemented by additional

improvements as set out in the document. This will include for example improved controlled crossing points, in particular at the Peel/South Kilburn Park desire line, will improve connectivity but are limited in number due to the need to protect bus service efficiency in particular.

- 3.21 In relation to Malvern Road consultation with Westminster in the masterplan process did not highlight planned changes to Saltram Crescent. It is accepted that these will impact on the proposal that was set out in the draft document and might well encourage Malvern Road to become a rat-run to overcome the movement restrictions created through Saltram Crescent being made no entry at either end. As such it is now proposed to keep Malvern Road essentially as is, but improve the current pedestrian/cycle link that runs between the two schools so that it provides a more obvious and desirable link than currently is the case.

### **Perceived loss of community facilities**

- 3.22 Local residents and community groups highlighted the perceived loss existing community facilities as a concern. Principally in relation to the proposed regeneration of the Carlton and Granville Centres, but also others such as the British Legion.
- 3.23 The Development Plan seeks to protect existing community facilities where there is a need for them either in an existing or amended form if a more efficient/effective outcome can be attained. It does not require them to be kept as is. Clearly the Council and groups which support community facilities/activities are for the most part under significant resourcing pressures as such premises need to be fit for purpose, ideally flexible enough to provide for a variety of users throughout the day and potentially generate additional income to support their on-going provision.
- 3.24 The Council through Cabinet resolution has set out in relation to Carlton and Granville Centres a way forward of how it will engage with existing users and seek to accommodate them as well as an Enterprise Hub and potentially some residential development. Outwith this process, the Supplementary Planning Document provides a context which is supportive of the need to retain and provide for community facilities in the area, but also flexible enough to allow for improvements that need to be made to ensure their long term availability and the potential regeneration of the Carlton and Granville Centres.

### **Adoption of the South Kilburn Supplementary Planning Document 2017**

- 3.25 Taking account of the recommended changes to the Supplementary Planning Document set out in Appendix1, it is recommended that Cabinet approves the adoption of the revised document as set out in Appendix 2. This will formalise its status as a Supplementary Planning Document. This will give it significant weight as a material consideration in the determination of planning applications in the area within the South Kilburn growth area boundary.
- 3.26 Upon its adoption, it will also be necessary to clarify the status of the existing South Kilburn Supplementary Planning Document 2005. The 2005 document does not automatically fall away and as such could still be given some weight in the determination of planning applications. As such, it is recommended that

Cabinet approve the revocation of the South Kilburn Supplementary Planning Document 2005.

## **Conclusions**

- 3.27 The South Kilburn Growth area and South Kilburn Estate in particular has gone through a transformational regenerative change in the last decade or so. The Council adopted a South Kilburn Supplementary Planning Document in 2005 which reflected a masterplan generated through the New Deals for Communities project. This had a considerable role in shaping the consequential regeneration but was increasingly becoming out of date, particularly in relation to strategic planning policy set out in the London Plan. Greater clarity was required on how the remainder of the area will develop to provide more certainty for local residents/businesses and other interested parties and in the planning application determination process.
- 3.28 A masterplan review was commissioned in 2016. This was subject to much engagement and consultation with the local community which resulted in an updated vision for South Kilburn. The proposals took account of contemporary circumstances, particularly the contents of the London Plan and what had been achieved in the area to date. The masterplan informed the draft South Kilburn Supplementary Planning 2017; this document once adopted gives the outputs of the masterplan review a formal planning status for its use in the determination of planning applications.
- 3.29 The consultation was for 6 weeks. For the most part the responses to the consultation were positive welcoming the guidance, although a minority of representations from local residents and local groups objected to much of the content. The responses received, officers' consideration of the responses and recommended changes to the document for Cabinet are set out in Appendix 1. The proposed revised South Kilburn Supplementary Planning Document 2017 is set out in Appendix 2 and recommended to Cabinet for adoption. It is also recommended that to provide clarity on its status, Cabinet revokes the existing South Kilburn Supplementary Planning Document 2005.

## **4.0 Financial Implications**

- 4.1 The cost of the production of the SPD and all associated processes associated with its consultation and adoption, will be met from existing South Kilburn development scheme's and planning policy's budgets.
- 4.2 The costs of producing the Masterplan have been met within the wider South Kilburn development scheme's budgets.

## **5.0 Legal Implications**

- 5.1 Regulations provide for Local Planning Authorities to adopt Supplementary Planning Documents. These documents are to provide more detailed guidance on how a development plan policy will be interpreted in the determination of planning applications. Supplementary Planning Documents cannot introduce new policy or allocate sites for development.

## **6.0 Diversity Implications**

6.1 The Equality Act 2010 introduced a new public sector equality duty under section 149. It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The Council must, in exercising its functions, have “due regard” to the need to:

1. Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
2. Advance equality of opportunity between people who share a protected characteristic and those who do not.
3. Foster good relations between people who share a protected characteristic and those who do not.

6.2 Statutory public consultation has been carried out in the process of preparing and adopting the Supplementary Planning Document. An Equalities Analysis Assessment screening opinion was undertaken which identified no negative impacts in relation to those with protected characteristics as a result of the document. There is the potential for positive impacts with regards to ethnic background and disability through the provision of new residential properties which are likely to improve the quality of life for people with these characteristics as they have a higher representation amongst social housing tenants than the wider Brent community.

## **7.0 Staffing/Accommodation Implications (if appropriate)**

7.1 None arising specifically from the draft Supplementary Planning Document.

### **Background Papers**

South Kilburn Supplementary Planning Document 2005

Brent Core Strategy 2010

Brent Site Specific Allocations Plan 2011

Brent Development Management Policies Plan 2016

South Kilburn Masterplan Review 2016

Brent Cabinet 13<sup>th</sup> February 2017 Draft South Kilburn Supplementary Planning Document

### **Contact Officers**

Amar Dave

Strategic Director Regeneration and Environment

[amar.dave@brent.gov.uk](mailto:amar.dave@brent.gov.uk)

020 8937 4260

Richard Barrett

Head of Estate Regeneration

[richard.barrett@brent.gov.uk](mailto:richard.barrett@brent.gov.uk)

020 8937 1330

Paul Lewin  
Planning Policy & Projects Manager  
[paul.lewin@brent.gov.uk](mailto:paul.lewin@brent.gov.uk)  
020 8937 6710

*AMAR DAVE*  
Strategic Director Regeneration and Environment