

PRE-APPLICATION REPORT TO COMMITTEE

Planning Committee on **9 October 2017**

Item No

Case Number **16/0445/PRE**

SITE INFORMATION

RECEIVED: 6 September 2016

WARD: Dudden Hill

LOCATION: Land at 370 High Road, London, NW10 2Ea and 54-68 Dudden Hill Lane,
London, NW10 1DG

SCHEME: The proposal is for a mixed use development consisting of 224 residential
units, a supermarket, nursery, gym, café, workshops and amenity space

APPLICANT: R55 Group

CONTACT: Alison Mackay - Colliers International

PLAN NOS: Various – within the pre-application presentation

SITE MAP

This map is indicative only



Development Details

Ref: 16/0445/PRE

Location: Land at 370 High Road, London, NW10 2Ea and 54-68 Dudden Hill Lane, London, NW10 1DG

Ward: Dudden Hill

Description: The proposal is for a mixed use development consisting of 224 residential units, a supermarket, nursery, gym, café, workshops and amenity space.

Applicant: R55 Group

Agent: Colliers International

Case Officer: Barry Henn (South Team)

Background

1. This proposed development is being presented to enable Members of the committee to view it before a planning application is submitted and to comment upon it. The development does not constitute an application for planning permission and any comments made upon it are provisional and subject to full consideration of any subsequent application and the comments received as a result of consultation, publicity and notification.
2. This is the second time that the proposed development has been presented to Members, the first time being in March of this year. Prior to this the applicant has engaged in a Planning Performance Agreement with the Local Planning Authority that has involved an initiation meeting, a site visit and eight specific meetings relating to Place Making, Employment, Retail and Transport. The applicant has also sought pre-application advice from the Greater London Authority (GLA); the latter due to the fact the proposed development is referable to the GLA under the provisions of the Mayor of London Order 2008 as it meets criteria 1A, development which includes the provision of more than 150 units.

Proposal

3. The proposal in its current form seeks to create a mixed use development consisting of approximately 224 residential units and amenity space, affordable workspace, a café, nursery, florist, supermarket and gym. The workspace and retail elements of the proposal would be located at ground floor level with the residential units located on the upper floors. Vehicular access to the site would be from the eastern side via Dudden Hill Lane. Pedestrian access would also be from this side of the site and on the western side to create a desire line through the site and improve connectivity. The proposal would have three main buildings above ground floor level with heights of nine, seven and five storeys. The residential units would have access to communal space at first floor level between the taller buildings.

Site and Surroundings

4. The site has an area of 0.93 hectares and is bounded by the Sapcote Trading Centre to the north; Colin Road to the south; Dudden Hill Lane to the east; and High Road to the west. The site is currently occupied by a number of industrial units including a heavy plant hire business, storage facilities for haulage equipment and scaffolding and a MOT station/Used car sales garage. There are three retail units located on the southern side of the site adjacent to the Colin Road/High Road junction. A tyre garage located on Colin Road that does not form part of the site proposal. The surrounding area contains industrial units to the north, an undesignated shopping parade to the east and south and residential properties to the east, west and south. The site is also located within a Locally Significant Industrial Site (LSIS).
5. Residential units in the form of two storey terraced properties are located on the southern boundary of the site on Colin Road. Residential properties are also found along Dudden Hill

Lane and High Road. The height of the buildings in the area is generally two/three storeys however there are a number of examples of taller buildings located to the west on the approach to Church End and to the north-east on Dudden Hill Lane. The site is not located within a conservation area and does not contain any listed buildings. The site has a Public Transport Accessibility Level (PTAL) of 5 with Dollis Hill underground station located approximately 160 metres to the north-east and regular bus services to Church End, Neasden and Willesden.

Planning History

6. Whilst there is no significant planning history attached directly to the site there are records of proposed development on the outskirts of the site most notably at the corner of Colin Road and High Road and Colin Road and Dudden Hill Lane. The following is a summary of this planning history:

14/4941 – Refused

Demolition of rear garage, erection of a single storey rear extension and part conversion of the ground floor shop into 1xstudio flat, alterations and relocation of ground floor side elevation windows, new access for the existing and new flats off Colin Road, with associated car and cycle parking spaces and timber fencing to side elevation

Address: 364, 364A and 364B High Road

13/1338 – Refused

Demolition of rear garage, erection of a single storey rear extension and part conversion of the ground floor shop into 1x1-bedroom and 1xstudio flats and proposed new access for the existing and new flats off Colin Road (car-free development)

Address: 364, 364A and 364B High Road

12/0265 – Granted

Demolition of single-storey building and erection of a 4-storey building comprising Office (B1)/retail space (A1) on ground floor and 9 self-contained flats on ground and upper floors (as amended 02/05/2012)

Address: 46-52 Dudden Hill Lane

Consultation Response

7. At this stage it is intended that the following will be consulted regarding any subsequent planning application:

Statutory Consultee:-

(Internal)

- Ward Councillors (Brent)
- Transportation (Brent)
- Environmental Health (Brent)
- Landscape Design (Brent)
- Tree Protection Officer (Brent)
- Sustainability Officer (Brent)
- Housing (Brent)
- Urban Design Officer (Brent)

- Planning Policy (Brent)

(External)

- Greater London Authority
- Transport for London (TfL)
- Secure by Design Officer (Met Police)
- All existing properties and addresses within 300m of the application site.

Community Engagement

8. The proposal is in the latter stages of pre-application discussions however the applicant has begun the community engagement process. This has included a series of design and development workshops that have been held over the past 12 months. The key community leads/groups that have been met are the Willesden Town Team, the Willesden New Testament Church of God and Citizens UK. Early concerns raised by the attendees were the impact on parking and construction traffic.

Material Planning Considerations

1. Locally Significant Industrial Site
2. Affordable Housing and workspace
3. A1 retail use in out of town centre location
4. Scale, massing, height and impact on daylight and sunlight
5. Public Realm

Issue 1 – Locally Significant Industrial Site

9. The site is located within a Locally Significant Industrial Site (LSIS) and as such the most relevant policies are Core Strategy (2010) policy CP20, Development Management Policy DMP 14 and London Plan policy 2.17. Core Strategy policy CP20 seeks to protect LSISs designated for industrial employment uses characterised by use classes B1, B2 and B8, or Sui Generic uses that are closely related, having regard for the provisions of Preferred Industrial Locations and Industrial Business Parks within the London Plan. The regeneration of LSIS as an industrial employment area is supported where proposals will not undermine the employment land hierarchy and will deliver new industrial floorspace and significant environmental improvements. Policy DMP14 limits the amount of industrial land that can be released over the plan period and sets conditions on the circumstances when release is appropriate. The proposals are contrary to the Development Plan and very significant planning merits are needed to justify a departure from policy DMP14.

Issue 2 – Affordable Housing and workspace

10. London Plan policy 3.12 requires borough's to seek the maximum reasonable amount of affordable housing, taking account of a range of factors including local and regional requirements, the need to encourage rather than restrain development and viability. The policy requires borough's to take account of economic viability when negotiating on affordable housing. Core Strategy policy CP2 and DMP15 require 50% of new homes to be affordable with a tenure split of 70% as social/affordable tenanted housing and 30% intermediate housing at affordability levels meeting local needs.
11. Normally applicants' are required to demonstrate that the maximum reasonable amount of affordable housing is being provided in this scheme, and this would need to be tested through the submission of a financial appraisal submitted with any future planning application which would be subject to scrutiny by or on behalf of Officers. In this case the applicant initially

proposed 65% of the units to be affordable; however this figure has dropped to 50%. The initial offer of 65% was based on the need to provide significant planning merits due to the loss of employment land and the departure from the development plan. Officers have raised concerns with the reduction in affordable housing and also the proposed tenure which currently would not comply with DMP15.

12. The applicant has entered into discussions with a potential tenant for the affordable workspace and has done research into demand for the employment space which is seen as positive. Officers have however recommended that any employment space is secured by planning obligation and that further clarity on the affordable workspace and occupational based rental model is provided.

Issue 3 – A1 retail use in out of town centre location

13. The proposed A1 retail use is considered a main town centre use and the site is located outside of the designated town centres of Church End and Willesden which are located approximately 400 and 600 metres away respectively. Therefore the case will have to be made for this being a suitable site which sustains Brent's town centres in line with the NPPF and demonstrates compliance with the Development Plan and specifically the London Plan policy 2.15, Brent's Core Strategy policy CP 16 and Development Management Plan policy DMP2. The proposal would require a robust Retail Impact Assessment (RIA) and the appliance of the Sequential Approach to Development. The applicant has submitted a draft RIA that officers are generally satisfied with subject to further clarity on the figures used.

Issue 4 - Scale, massing, height and impact on daylight and sunlight

14. London Plan policy 3.5 promotes quality in the design of housing developments. Policy 7.6 on 'Architecture' states that buildings should not cause unacceptable harm to the amenity of surrounding land and buildings, particularly residential buildings, in relation to privacy, overshadowing, wind and microclimate. This is regarded as being particularly important for tall buildings.
15. Policy 7.7 on tall buildings states that these should not have an unacceptably harmful impact on their surroundings, be located in areas of intensification and with good access to public transport, only be considered in areas whose character would not be adversely affected, relate well to existing urban grain and public realm, incorporate the highest standards of architecture and materials, have ground floor activities that relate positively to surrounding streets and make a significant contribution to local regeneration.
16. With regard to scale the proposal would see the ground floor level occupied by workspace and retail with more workspace and the nursery in the first floor and then three blocks consisting of the residential units made up of buildings with heights of nine, seven and five storeys. The buildings with the most height are proposed to be located on the High Road/Colin Road or western side of the site. The seven storey aspect be located on the Dudden Hill Lane or eastern part of the site.
17. In urban design and place making terms it is considered appropriate that the tallest elements of the scheme are located fronting onto the High Road/Colin Road part of the site. This responds to the existing urban grain and the fact that the main arterial route and pedestrian access would be found in this part of the site. The buildings would then step down in height across to the opposite side of the site in response to the lower scale of predominantly 2/3 storey built form found along Dudden Hill Lane. The GLA have stated that although the development would be a change in scale to the existing terraced residential streets, it would not be considered a substantive change and is appropriate for an inner urban location.
18. In order to justify the height and scale proposed the applicant has to date demonstrated that a high quality of architecture could be achieved. Further details of the scale proposed would have to be shown in terms of the impact on the surrounding environment and residential amenity. To this end daylight and sunlight conditions will need to be tested for existing surrounding buildings

and a sample of proposed residential units. The findings of this will need to be presented and fully considered with any future planning application within a formal assessment and report for further consideration.

19. A detailed townscape and views assessment will also need to be submitted with any application to consider the impact of a proposal of this scale on the existing built environment. This will need to include long views of the site from the different approach roads which the applicant has provided.
20. The applicant will be required to demonstrate the scheme's level of compliance with the 30 and 45 degree tests, as set out in Supplementary Planning Guidance 17 'Design Guide for New Development' and SPD2 which is currently in draft form. These tests seek to ensure the scale of new development is appropriate to its context, and that it does not unacceptably harm the amenity of surrounding occupiers. The applicant is also required to demonstrate in their planning application compliance with SPG17 separation distances, and where a 20m separation between directly facing windows is not achieved provide sufficient justification for this, or demonstrate that through careful design considerations this can be mitigated against.

Issue 5 – Public Realm

21. An area of public space is proposed between the workspace and retail elements on the western side of the site. During the last committee presentation officers stated that discussions were ongoing about improvements to this area due to there being a desire to create a link between Dollis Hill underground station and Church End to tie in with the Council's wider regeneration aims for these areas. The car park and link between both sides of the site has been improved with increased greenery and more of an emphasis put on the ground floor of the proposed supermarket. Officers therefore consider that there have been significant improvements in this area and are generally satisfied with this aspect of the proposal.

Planning Obligations

22. In accordance with the Council's Planning Obligations SPD, the proposal would be likely to attract the following obligations to mitigate the impact of the development:
 - Affordable Housing - Final proposal will require a detailed financial viability assessment.
 - Employment and training opportunities during construction and operation phases
 - Car-Parking Permit Free development to remove the rights of residents to apply for parking permits in the surrounding roads in the vicinity of the site,
 - Energy - Achieve a 35% reduction in CO2 emissions beyond the 2013 Building Regulations and to provide a carbon off-set contribution of (amount to be agreed) to be used towards on / or off-site improvements related to carbon reduction to off-set any shortfall below the target 35%.
 - Submission and approval of a commercial and residential Travel Plan to score a PASS rating under TfL's ATTruTE programme prior to first occupation fully implement the approved plan for the lifetime of the development thereafter.
 - Submission of a Delivery & Servicing Plan for the workspace and retail elements
 - Undertaking of on and off site highway works through an agreement under S38/S278 of the Highways Act 1980

Community Infrastructure Levy (CIL)

23. The proposed development would be CIL liable development. The amount of liability this would attract will be confirmed at a later stage when the precise quantum of development is known.

Conclusion

24. Members should note that the above development is still in the pre-application stage and that additional work remains to be carried out.