

Barnet and Southgate College, Colindale

in the London Borough of Barnet

planning application no. H/03351/14

<p>Strategic planning application stage II referral</p> <p>Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.</p>
<p>The proposal</p> <p>Demolition of existing buildings; redevelopment to provide 396 residential units (266 flats, 56 maisonettes and 74 houses) in buildings ranging from three to nine storeys; access from Grahame Park Way and Corner Mead; associated internal street network, open space, landscaping, parking, refuse/cycle storage and amenity space provision; provision of 1.6 hectare site for educational use (subject to separate future planning application).</p>
<p>The applicant</p> <p>The applicant is Barratt North London, and the architect is HTA.</p>
<p>Strategic issues</p> <p>Outstanding issues in relation to principle of development, affordable housing, energy and transport have been resolved satisfactorily.</p>
<p>The Council's decision</p> <p>In this instance Barnet Council has resolved to grant permission.</p>
<p>Recommendation</p> <p>That Barnet Council be advised that the Mayor is content for it to determine the case itself, subject to any action that the Secretary of State may take, and does not therefore wish to direct refusal or direct that he is to be the local planning authority.</p>

Context

1 On 3 July 2014 the Mayor of London received documents from Barnet Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. This was referred to the Mayor under Category 1A of the Schedule to the Order 2008: *"Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats."*

2 On 27 August 2014 the Mayor considered planning report D&P/3387/01, and subsequently advised Barnet Council that the application did not comply with the London Plan, for the reasons set out in paragraph 69 of the above-mentioned report; but that the possible remedies set out in that paragraph of the report could address these deficiencies.

3 A copy of the above-mentioned report is attached. The essentials of the case with regard to the proposal, the site, case history, strategic planning issues and relevant policies and guidance are as set out therein, unless otherwise stated in this report. Since then, the application has been revised in response to the Mayor's concerns, as detailed below. On 29 October 2014 Barnet Council decided that it was minded to grant planning permission for the application, and on 17 November 2014 it advised the Mayor of this decision. Under the provisions of Article 5 of the Town & Country Planning (Mayor of London) Order 2008 the Mayor may allow the draft decision to proceed unchanged, direct Barnet Council under Article 6 to refuse the application or issue a direction to Barnet Council under Article 7 that he is to act as the Local Planning Authority for the purposes of determining the application and any connected application. The Mayor has until 30 November 2014 to notify the Council of his decision and to issue any direction.

4 The decision on this case and the reasons will be made available on the GLA's website www.london.gov.uk.

Update

5 At the consultation stage Barnet Council was advised that the application did not comply with the London Plan, for the reasons set out in paragraph 69 of the above-mentioned report; but that the possible remedies set out in that paragraph of the report could address these deficiencies:

- **Principle of land use:** Further information is needed to confirm the quantum of existing and proposed educational provision, alongside a legal agreement appropriately securing the delivery of a dual-site approach, ensuring no net loss of overall provision.
- **Affordable housing:** Further clarification on the location and unit size of affordable units is needed before the scheme can be considered to satisfy the requirements of Policy 3.9 'Mixed and balanced communities'. In addition, further discussions with GLA officers regarding the provision of affordable housing are strongly encouraged as the scheme progresses. The applicant should also seek expressions of interest from Registered Providers regarding the delivery of the affordable housing units as soon as possible.
- **Energy:** The applicant has broadly followed the energy hierarchy. Sufficient information has been provided to understand the proposals as a whole. Further revisions and information is required before the proposals can be considered acceptable and the carbon dioxide savings verified. The applicant is required to further explore means of connection to the Colindale district heating network.
- **Transport:** TfL remain concerned about the proposed parking levels and seeks further clarification and justification in that regard. The applicant should also increase cycle parking levels, specify how the development will be integrated into the wider cycling network in Colindale. Contributions are also required towards additional bus capacity.

6 In response to Stage One comments and further consultation with Council officers, further information has been provided as detailed below:

Principle of land use

7 As detailed in the Stage One report, the principle of the relocation of Barnet and Southgate College is identified as a key element of the Colindale AAP, and the redevelopment of the site for residential use will fund the College's relocation to the centre of Colindale.

8 The Applicant has provided confirmation on the existing and proposed educational provision. The existing College has approximately 16,800 sq.m. of floorspace and it is intended to downscale and consolidate this provision on the Lanacre site to provide a more efficient use of floorspace. A resolution to grant permission has been made for a new College at Lanacre Avenue (LPA ref: H/00320/14), providing 5,536 sq.m. of educational floorspace, including a new public library and 500 sq.m. of D1 community floorspace. It is acknowledged that the new

College cannot be delivered without the funding generated by the disposal of the Barnet and Southgate College site. This has been confirmed following viability discussions with the Council, and verified independently.

9 While the relocation of the College will result in a significant loss in educational floorspace, it is recognised that this will be countered by an increase in qualitative provision of floorspace. It has also been confirmed that the College have made an assessment of educational requirements and have established that the new campus will be capable of delivering the required range of courses. Given that the proposals meet the key objectives of the Colindale AAP and the new campus will benefit from improved facilities and accessibility, GLA officers are satisfied that the requirements of London Plan Policy 3.18 are met.

10 As requested at initial consultation stage, the details of transferring the 1.6 hectare primary school site are to be agreed between the applicant and the Council and secured within the Section 106 agreement. In addition, it is understood that the Council will explore opportunities for bringing the school site forward for local amenity uses. This acknowledges concerns raised in the 'Urban design' section of the Stage One report and is welcomed.

Housing and affordable housing

11 Following minor changes to the massing arrangement of buildings across the site, the proposed unit mix has been amended slightly to enable these changes. It is however noted that the overall number of three and four-bed units remains the same as that of the scheme commented on at Stage One, and almost a third of proposed housing provision consists of family sized units. This meets the requirements of Policy 4.4 of the Colindale AAP and London Plan Policy 3.11.

12 The applicant has confirmed that affordable units are to be located across the first, second and third floor levels of block one at the north east corner of the application site and are to be delivered as part of the first phase of development. It is understood that the applicant is currently engaged in detailed negotiations with a preferred Registered Provider.

13 An affordable housing economic viability assessment has been submitted with the application and has been independently verified by the Council's appointed consultants. This has confirmed that the six per cent affordable provision is the maximum reasonable amount, in light of the need to fund the relocation and development of the Barnet and Southgate College campus. In addition, the Council has confirmed that the scheme will be subject to a financial review mechanism before the commencement of phase two, in the event that the relocation of the College is not delivered. GLA officers are therefore satisfied that the requirements of London Plan Policy 3.12 have been addressed.

Urban design

14 The height and massing of the eastern edge of perimeter blocks along Grahame Park Way have been amended to address concerns raised by Council officers and to meet the objectives of the Colindale Area Action Plan. Building heights along Grahame Park Way are now predominantly five storeys, with six storey corner elements to introduce massing variation and denote entrance points into the development. A taller nine storey element is retained at the south-east corner of the site, marking the development and assisting in local way-finding. The massing amendments raise no strategic issues, meet the urban design objectives discussed in the Stage One report and do not result in any variation on the amount of residential units or residential density.

15 As commented at Stage One, the scheme demonstrates a high standard of design and place making and successfully meets the objectives of London Plan Chapter seven.

Inclusive design

16 The applicant has submitted detailed landscaping drawings that demonstrate how level changes across the site are addressed and all access routes into the site are recognised as being designed to meet the objectives of London Plan Policy 7.2. Further details are to be secured

within a Section 278 agreement. In addition, the application drawings have been amended to include blue badge parking provision. A total of 56 spaces are provided and are dispersed across blocks one to four. The applicant has confirmed that parking spaces will be managed through a parking management strategy, which is included as a condition within the draft approval.

Sustainable development/energy

17 At the initial consultation stage, further information was requested in relation to how the demand for cooling will be minimised. In response, the applicant has stated that the dwellings will be assessed for the risk of overheating and will be designed to comply with the Chartered Institution of Building Services Engineers (CIBSE) Guide A. Design measures to reduce the risk of overheating include cross ventilation where possible, thermal mass, balconies providing external shading on southern facades, mechanical ventilation in the dwellings, and ventilated internal corridors. No further information is required.

18 The applicant was advised to prioritise connection to the Colindale district heating network alongside providing evidence of correspondence with the network operator to establish a possible connection. This has now been provided, which is welcomed and it confirms that while there are no firm plans for the delivery of the Colindale district heating network at present, the development will be designed to enable connection in the future.

19 At the initial consultation stage, the applicant proposed two energy centres which was not supported. The applicant has now confirmed that a single energy centre will be provided to be located in block one and this will be future proofed to enable district heating connection when available.

20 The photo voltaic (PV) installation has been reviewed following the update from Part L 2010 to Part L 2013 and comments raised at consultation stage. 326kWp of PV are now proposed. A roof plan showing the proposed location of the installation has been provided. Projected carbon emissions have been reassessed against the Part L 2013 methodology and the proposal is recognised as meeting the requirements of London Plan Policy 5.2. This is welcomed.

Table 1: Amended carbon emissions (Part L 2013)

	regulated	savings	%
	tCO2	tCO2	
BR 2013	509		
energy efficiency	453	56	11%
CHP	453	0	0%
renewables	328	125	28%
Total (cumulative)		181	36%

Transport for London's Comments

21 Following the initial consultation stage, TfL has worked with the applicant to agree the impact of their development on the bus network. As a result TfL's request for £475,000 has been included in the draft Section 106 agreement which is welcomed.

22 The proposed parking remains at between 1.09 and 1.13 spaces per unit. The main impact of additional vehicle trips will however be on the borough's highway (junction of Bunns Lane/Grahame Park Way) and TfL acknowledges that Barnet Council is progressing plans to improve this junction. TfL also welcomes the package of Section 278 highway improvements which includes improved lighting and surfacing for the A1/M1 subway and pedestrian refuge islands. The Section 106 will include a number of welcome encouragements to sustainable and safe travel, including Travel Plan monitoring, car club facilitation, travel incentives and pedestrian crossings.

23 A car parking management plan has been secured by condition and 840 cycle parking spaces have been secured in line with the London Plan which is strongly supported.

24 All other transport matters have been resolved by imposing appropriate planning conditions including; details of cycle parking and storage facilities, electric vehicle charging points in line with London Plan standards, car club spaces, a Travel Plan and a construction management and logistics plan.

Response to consultation

First consultation (July 2014)

25 In addition to press and site notices, a public consultation was undertaken which included statutory bodies and local residents, with a total of 982 individual letters and emails of notification being sent circulated.

26 Fourteen responses were received from local residents including two in support, eleven objecting to the development and one general comment. Three of the objectors requested to speak at committee (Andrew Dismore AM, Cllr Narenthira and Mr Layi Adeoye). Their objections are summarised below:

- The scheme puts forward an inadequate level of affordable housing provision and the viability report should be published online; the scale and height of the development is excessive; parking provision would be inadequate; the scheme should make provision for additional GP services; the development should contribute towards public transport improvements; a light industrial or high-tech business incubator should be provided on site to encourage employment.

27 Issues raised by local residents can be summarised as follows:

- Affordable housing – The scheme proposes inadequate levels of affordable housing; housing growth is not being distributed evenly across the borough; the viability report should be made public.
- Bulk and massing – The scale of development is too high and out of character with the surrounding context.
- Parking and transport – Public transport and the local highway network will not cope; inadequate car parking provision has been provided; the scheme should contribute towards public transport improvements.
- Local amenity – There will be a negative impact on local health services and other utilities; there is no mention of secondary school places within the application; there is a general lack of open space and sports facilities proposed; the development would have an unacceptable impact on local residents and future occupiers; the housing backing onto the southern part of Lancaster Close would result in loss of daylight, sunlight and privacy.
- Other issues – Inadequate play space is being provided; more provision should be given to wildlife; the primary school site would not be large enough to meet the need.

Second consultation (September 2014)

28 In response to minor design, layout and massing amendments, as detailed earlier in this report, a second round of consultation was undertaken. All 982 local residents and other bodies were re-consulted. Two responses from local residents were received, both objecting to the proposals. Objections included concerns over a lack of social and transport infrastructure, a lack of parking and concerns over the relocation of the College.

Statutory consultees

29 The responses received following the consultation exercise carried out are summarised as follows:

- Environment Agency: The revised Flood Risk Assessment is satisfactory and the development should be carried out in accordance with its recommendations.
- London Fire and Emergency Planning Authority: The scheme is satisfactory in relation to fire brigade access.
- Thames Water: A condition should be imposed requiring a full drainage strategy to be submitted and approved prior to commencement of works.
- Sport England: The applicant should make a contribution towards local sports facilities provision through the Section 106 agreement.
- The neighbouring planning authority (Brent Council) raised no objections.

The issues raised above have been addressed in this report, the Stage One report and the Council's Committee report and through conditions imposed in the draft decision notice.

Article 7: Direction that the Mayor is to be the local planning authority

30 Under Article 7 of the Order the Mayor could take over this application provided the policy tests set out in that Article are met. In this instance the Council has resolved to grant permission with conditions and a planning obligation, which satisfactorily addresses the matters raised at Stage One, therefore there is no sound planning reason for the Mayor to take over this application.

Legal considerations

31 Under the arrangements set out in Article 5 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor has the power under Article 6 to direct the local planning authority to refuse permission for a planning application referred to him under Article 4 of the Order. He also has the power to issue a direction under Article 7 that he is to act as the local planning authority for the purpose of determining the application and any connected application. The Mayor may also leave the decision to the local authority. In directing refusal the Mayor must have regard to the matters set out in Article 6(2) of the Order, including the principal purposes of the Greater London Authority, the effect on health and sustainable development, national policies and international obligations, regional planning guidance, and the use of the River Thames. The Mayor may direct refusal if he considers that to grant permission would be contrary to good strategic planning in Greater London. If he decides to direct refusal, the Mayor must set out his reasons, and the local planning authority must issue these with the refusal notice. If the Mayor decides to direct that he is to be the local planning authority, he must have regard to the matters set out in Article 7(3) and set out his reasons in the direction.

Financial considerations

32 Should the Mayor direct refusal, he would be the principal party at any subsequent appeal hearing or public inquiry. Government Planning Practice Guidance emphasises that parties usually pay their own expenses arising from an appeal.

33 Following an inquiry caused by a direction to refuse, costs may be awarded against the Mayor if he has either directed refusal unreasonably; handled a referral from a planning authority unreasonably; or behaved unreasonably during the appeal and this unreasonable behaviour has directly caused another party to incur unnecessary or wasted expense. A major factor in deciding whether the Mayor has acted unreasonably will be the extent to which he has taken account of established planning policy.

34 Should the Mayor take over the application he would be responsible for holding a representation hearing and negotiating any planning obligation. He would also be responsible for determining any reserved matters applications (unless he directs the Council to do so) and determining any approval of details (unless the Council agrees to do so).

Conclusion

35 Outstanding issues in relation to principle of development, affordable housing, energy and transport have been resolved satisfactorily. The proposed development is supported in terms of good strategic planning in Greater London.

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Barnet and Southgate College, Colindale

in the London Borough of Barnet

planning application no. H/03351/14

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008

The proposal

Demolition of existing buildings; redevelopment to provide 396 residential units (266 flats, 56 maisonettes and 74 houses) in buildings ranging from three to nine storeys; access from Grahame Park Way and Corner Mead; associated internal street network, open space, landscaping, parking, refuse/cycle storage and amenity space provision; provision of 1.6 hectare site for educational use (subject to separate future planning application).

The applicant

The applicant is **Barratt North London**, and the architect is **HTA**.

Strategic issues

The application raises concerns in relation to the provision of the **principle of development, affordable housing, energy and transport**.

Recommendation

That Barnet Council be advised that the application does not comply with the London Plan, for the reasons set out in 69 paragraph of this report; but that the possible remedies set out could address these deficiencies.

Context

1 On 3 July 2014 the Mayor of London received documents from Barnet Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor has until 27 August 2014 to provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Category 1A of the Schedule to the Order 2008:

“Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats.”

3 Once Barnet Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

4 The Mayor of London's statement on this case will be made available on the GLA website www.london.gov.uk.

Site description

5 The approximately five hectare, triangular site is located immediately to the west of Grahame Park Way in Colindale in the London Borough of Barnet. The site is bound to the east by Grahame Park Way, the M1 trunk road and A1, which both provide a severe barrier to eastwards movement to the south and west by Corner Mead, and to the north by two to three storey residential housing. To the west of the site is the Grahame Park Way Estate which has planning permission for redevelopment. The nearest stations are Colindale (Northern line) which is about 1.1 kilometres to the south west and Mill Hill (National Rail), which is similar distance to the north. Route 303 is the only bus that serves the area and it links the site with both rail stations. However in the off peak period it operates infrequently. Routes 186 and 204 also serve Lanacre Avenue to the south west, however the nearest stops are over 400m from most parts of this site. The public transport accessibility level is therefore 1a (on a scale of one to six, where one is poor and six is excellent).

6 The site is currently occupied by the existing Colindale Campus buildings of Barnet and Southgate College (formerly Barnet College and before that Hendon College), which comprises buildings of between one and three storeys in height located in the southern portion of the site. To the north of the site is an area of hard standing used as a car park and a grassed area. There are trees located across the site; most notably the two stands of trees located along the north-eastern boundary are subject to a Tree Preservation Order (TPO).

7 The site currently provides approximately 15,000 sq.m. of education floorspace. The College intends to rationalise its current provision and relocate to an alternative and more accessible site close to Colindale station in a replacement building. The current campus site will be subject to phased residential redevelopment to enable/fund this relocation and reprovision.

8 The site is within the Colindale/Burnt Oak Opportunity Area as identified by the London Plan and within the Grahame Park Way Corridor of Change as designated in the Colindale Area Action Plan which was adopted in March 2010.

Details of the proposal

9 The proposal involves the demolition of existing campus buildings and the redevelopment of the site to provide 396 residential dwellings, comprising a mix of housing and flats and associated landscaping and car parking.

10 As part of the proposals, a 1.6 hectare area to the south of the site will be set aside for the provision of a new primary school. The applicant will not deliver the primary school but will transfer the land to the Council for the development of a school at a later date. It is understood that the Council has no clear timescale for delivery of this school at present.

Case history

11 The applicant has engaged with the GLA pre-application process and an advice report (reference: D&P 3387) was issued on 29 April 2014 where significant concerns were raised in relation to the design quality across the scheme. In response to this, a follow up meeting was held on 6 June 2014 where an amended and improved version of the scheme was reviewed by GLA officers.

Strategic planning issues and relevant policies and guidance

12 The relevant issues and corresponding policies are as follows:

- Education/Social Infrastructure *London Plan*
- Housing *London Plan; Housing SPG; Housing Strategy; draft Revised Housing Strategy; Shaping Neighbourhoods: Providing for Children and Young People's Play and Informal Recreation SPG*
- Urban design *London Plan; Shaping Neighbourhoods: Character and Context, draft SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG*
- Inclusive design *London Plan; Accessible London: achieving an inclusive environment SPG;*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change Mitigation and Energy Strategy; Mayor's Water Strategy*
- Transport *London Plan; the Mayor's Transport Strategy; Land for Industry and Transport SPG*

13 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Council's Core Strategy (2012), Development Management Policies Development Plan Document (2012), the Colindale Area Action Plan (2010) and the saved policies from the Unitary Development Plan (2006), and the London Plan (with 2013 Alterations).

14 The following are also relevant material considerations:

- Draft Further Alterations to the London Plan (January 2014).
- National Planning Policy Framework, and Technical Guide to the National Planning Policy Framework.

Principle of Development

15 As set out above, the site is within the Colindale/Burnt Oak Opportunity Area (OA) as identified by the London Plan, which, including major sites in the London Borough of Brent identifies the OA as

having capacity to deliver 12,500 new homes as a minimum target through mainly residential-led development. At the local scale, the site is within the Graham Park Way Corridor of Change as identified by the Colindale Area Action Plan (CAAP). More specifically, policy 4.4 of the CAAP supports the relocation of Barnet & Southgate College to a more sustainable location nearer to Colindale Underground station and the release of the site for residential development should this relocation take place. The policy also supports the provision of a primary school at this site.

16 Any proposals for the net loss of educational facilities are resisted by London Plan Policy 3.18, unless it can be demonstrated that there is no ongoing future demand. However, should this loss be off-set by a corresponding provision of educational floorspace as part of a comprehensive rationalisation and relocation program, this could be acceptable. It is understood that the scheme will be delivered on a phased basis that would allow the College to continue to operate onsite without disruption throughout the development program until the new college buildings were completed and the relocation could be finalised. While this is supported, the acceptability of this approach is subject to confirmation regarding quantum of existing and proposed educational provision, and a legal agreement appropriately securing the delivery of a dual-site approach which ensures no net loss of overall provision. Further information is needed to meet this requirement before the scheme is referred back to the Mayor at Stage two.

17 Secondly, and in addition to the above requirement, in accordance with London Plan Policy 3.16, the suitability of the Barnet and Southgate College site for other forms of social infrastructure, including alternative educational use, where there is an identified need, should be assessed before alternative developments are considered. However, it is acknowledged that the College is likely to argue that in order to fund its rationalisation and relocation proposals, it is necessary to release the existing college site for solely housing use. As made clear by GLA officers at the pre-application stage, whilst the principle of this approach may be acceptable, this will need to be robustly justified, and supported by a detailed viability appraisal to demonstrate the need for the disposal of this site in order to fund the relocation of existing college facilities. The requirement for financial viability is addressed later in this report.

18 In summary, the principle of residential development on this site could be supported, subject to the applicant addressing the strategic and local planning policies regarding education facilities and social infrastructure set out above. The Council should also satisfy itself that there are no outstanding section 106 legal agreement obligations relating to the provision of public open space on the site.

Primary school

19 As part of the proposals the southern portion of the site (1.6 hectares) will be cleared and transferred to the Council as part of the section 106 package, for the delivery of a primary school in the future. This provision is supported in accordance with London Plan Policy 3.18. However, as there is currently no school provider identified for the site and no delivery timescale identified by the Council, GLA officers require more information from the Council on the school's delivery and how it will be secured. It is understood that a financial viability assessment has been prepared which is to be submitted as part of this application, the findings of which are required to be independently assessed. GLA officers would welcome further discussion prior to the application being referred back to the Mayor in order to determine whether the proposal accords with London Plan Policy 3.12. In addition, the applicant is required to provide an interim strategy to give further clarity on the proposed residential schemes relationship to the cleared/vacant site from a design perspective.

Housing

Housing mix

20 The scheme proposes 396 residential units and the proposed mix is illustrated in the table below:

Unit type	1 bed	2 bed	3 bed	4 bed	Total
Flats	69	182	15	-	266
Duplexes	-	-	56	-	56
Houses	-	-	56	18	74
Total	69	182	127	18	396
Percentage/ unit	17%	46%	32%	5%	100%
Percentage/ Habitable room	10%	38%	44%	8%	100%

21 London Plan Policy 3.8, together with the Mayor’s Housing SPG, and the draft Revised Housing Strategy, seek to promote housing choice and a balanced mix of unit sizes in new developments, with particular focus on affordable family homes. The proposed housing contribution will assist Barnet in meeting its minimum annual monitoring target of 2,349 new homes between up to 2024/25, as detailed in London Plan table A4.1, which is welcomed.

22 The applicant has sought to respond to the findings of the North London Strategic Housing Market Assessment (2011) which concludes that Barnet has a proportionately higher requirement for larger units based on an analysis of local need. In addition, the application meets the requirements of Barnet’s Housing Strategy, exceeding the minimum 70% target for larger family sized units with two or more bedrooms, which is welcomed. This is also in line with London Plan Policy 3.11 which accords priority to a good amount of family housing to form part of residential proposals. Given the nature of the current scheme, with regards to the enabling development for the school site, the proposed mix appropriately responds to locally identified priorities, providing a relatively low proportion of one bed units and is therefore in line with policy 3.8 in this regard. However, further discussion regarding the mix of units may be required subject to the outcome of the affordable housing financial viability assessment.

Affordable housing

23 The applicant proposes a reduced level of affordable housing of 24 affordable units which equates to approximately 6% of the overall provision of units. This is contrary to London Plan policies 3.11, 3.12 and 3.13 which seek to maximise affordable housing provision on sites with capacity to deliver ten or more homes. However, as set out above, whilst affordable housing and transport, are given the highest priority at the strategic level, London Plan Policy 8.2 does also acknowledge the need for planning obligations to fund social infrastructure, and makes clear that boroughs should set a framework for planning obligations. Therefore, as indicated in section four of the Colindale Area Action Plan, the benefits proposed by the rationalisation and relocation of the existing college to a more sustainable location closer to Colindale station and the provision of land to deliver a potential new primary school on part of the site, could amount to exceptional circumstances and justify the reduced level of affordable housing. To support the reduced level of affordable housing and in accordance with London Plan Policy 3.12, the financial viability report, and the financial modelling which underpins it, will be required to be independently assessed, in order to verify its findings and whether the proposed

affordable housing provision would be the maximum reasonable. The Council has confirmed that it is in the process of starting this review and GLA officers would welcome discussion on its findings prior to the scheme being referred back to the Mayor.

24 The proposed tenure split of affordable units meets the requirements of London Plan Policy 3.11 with 60 per cent affordable rent and 40 per cent intermediate tenure, which is welcomed. However, further clarification on the location and unit size of affordable units is needed before the scheme can be considered to satisfy the requirements of Policy 3.9 'Mixed and balanced communities'. Furthermore, given the likely timescale of the multi-phase proposal, the Council will be expected to secure a financial review mechanism as part of any future grant of planning permission, allowing any additional financial surplus generated to be captured and ring-fenced for the delivery of additional affordable housing.

25 Further discussions with GLA officers regarding the provision of affordable housing are strongly encouraged as the scheme progresses. The applicant should also seek expressions of interest from Registered Providers regarding the delivery of the affordable housing units as soon as possible.

Density

26 As described in paragraph five of this report, the characteristics of the site and urban location provide a PTAL of 1a. This is recognised within London Plan Table 3.2 as having the capacity for a residential density of between 150 to 200 habitable rooms per hectare (hr/ha) or 50 to 95 units per hectare (u/ha).

27 The applicant proposes a residential density of 111 u/ha or 396 hr/ha, which exceeds the London Plan guidance. However, it is recognised that the scheme has been subject to significant design changes throughout the pre-application process which have implemented a design-led approach, based on detailed analysis of the site's context and character. Given the site's location within the Colindale/Burnt Oak Opportunity Area (OA), GLA officers are of the view that the site is capable of generating a higher density development and the latest version of the scheme is considered to demonstrate a sufficiently high standard of design and place making in order to achieve this while meeting the requirements of London Plan Policy 3.4, and paragraph 1.3.41 of the Housing SPG.

Residential standards

28 London Plan Policy 3.5 establishes the strategic priority afforded to the quality and design of housing developments, with further guidance provided in the Mayor's Housing SPG. The accommodation schedule submitted with the application confirms that all residential units will comply with the Mayor's minimum space standards set out in table 3.3 of London Plan and the Housing SPG, which is supported. In addition to meeting London Plan space standards, key factors such as floor-to-ceiling heights, orientation, maximising ground-floor individual access points, and number of units per core, are all essential to achieving high residential quality, and should be prioritised as part of any redevelopment. The applicant should submit a detailed assessment of the proposed units against the standards set out in the Mayor's SPG, concentrating on these key elements.

Children's play space

29 Using the methodology within the Mayor's Shaping Neighbourhoods: Play and Informal Recreation SPG (2012), the applicant has calculated a total benchmark requirement of 580 sq. m. comprising 240 sq. m. for 0-4 year olds; 230 sq.m. for 5-11 year olds and 110 sq. m. for over twelve year olds. It is proposed to include 'doorstep' play space for the younger children within the secure environments of the podium courtyards and private gardens which is supported. In addition, a green open space towards the centre of the development is to be utilised for informal recreation for a range of age groups.

30 The applicant has also carried out an audit of existing playable spaces within the vicinity of the site and identified suitable play spaces for 5-11 and 12 plus year olds, including Colindale Park, Woodcroft Park and Copthall Playing Fields. All parks identified are within 1,500 metres of the site and while some are recognised as being fit for purpose, there are a number of parks including Woodcroft Park which are in need of refurbishment. It is understood that some parks in the area could benefit from CIL payments arising from new developments; however the applicant may be required to contribute to necessary upgrades to meet the remaining requirement for 250 sq. m. of off-site play space, to be secured within the S106 agreement.

Urban design

31 In response to pre-application advice, the current scheme demonstrates a well-conceived response to the site, taking into account identified constraints and introducing clear definition between private and public realm and a neighbourhood environment.

Layout

32 GLA comments in relation to the previous iteration of the scheme have been addressed in relation to maintaining a strong building line along Grahame Park Way with well-defined and legible points of access into the site along internal streets. The introduction of further hybrid perimeter blocks along the eastern edge of the site enables clear definition between public and private realm and helps to consolidate the massing approach from seven storeys along the eastern edge to the lower rise three storey houses within the western portion of the site. This arrangement also enables a high proportion of residential parking to be contained within podiums which alleviates car parking issues relating to the previous scheme and allows the majority of vehicular traffic to be contained along the eastern edge of the site which is welcomed.

33 Concerns raised at the pre-application stage with regards to the layout of the perimeter block at the north west area of the site and the end of terrace configuration at the northern boundary with the school site have now been addressed. The perimeter block is now made up of three to four storey houses providing front door entrances to the street facing edges of the block and well-defined and secured private amenity space within the block's interior. The western edge of the block is defined by four storey houses with off street parking and front door entrances onto Corner Mead which gives a clear building line to the western site boundary, encourages pedestrian activity along Corner Meade and acknowledges the residential scale of development further to the west. Front doors have also been positioned within the gable ends of corner and end of terrace units, preventing blank frontages and optimising street activity. These design amendments are welcomed and the scheme now demonstrates a high standard of urban design and place making as a result.

Scale and architecture

34 The form and massing approach is broadly supported across the site and raises no specific strategic issues. The arrangement of taller nine storey elements along the eastern edge of the site should be considered as the design progresses further in order to successfully balance the composition of taller elements along the edge of the railway alongside the impact taller elements may have on the overshadowing of podium courtyards. The emerging architecture of the scheme is strongly supported and the design successfully mediates between taller and lower rise elements through the use of hybrid blocks of varying scale. The design has given careful consideration to the quality of the streetscape within the development, in terms of introducing a human scale to the blocks and a clear articulation of individual flats and houses. This encourages a sense of ownership for future residents, which is welcomed.

Inclusive design

Residential units

35 London Plan policy 7.2 seeks to ensure that proposals achieve the highest standards of accessibility and inclusion (not just the minimum), and all developments should seek to improve on minimum access requirements.

36 The applicant has confirmed that 10% of total residential units are designed to be wheelchair adaptable alongside a confirmation of Lifetime Homes compliance. Compliance with these standards has been demonstrated on plan, using a sample of flat layouts, as part of the design and access statement submitted the application. Wheelchair adaptable units are shown to be distributed across a range of flat sizes however confirmation is needed as to the provision of wheelchair adaptable houses.

37 The applicant should ensure that best practice is implemented as the scheme progresses, with reference to the quality and design standards set out in the Mayor's Housing Supplementary Planning Guidance.

Public realm

38 The design of the landscaping and the public realm is crucial to how inclusive the development is for many people. As described above, the clear definition of public realm through the location of perimeter blocks and terrace housing provides visual continuity of public space, assisting navigation through the development. The application demonstrates a clear hierarchy of flexible public spaces with delineation between pedestrian, cars and cycle use. In addition, informal play spaces are integrated into the public realm along with the main focal area of the centrally located square.

39 The proposals should ensure that the routes from the public transport facilities to the proposed entrance points are legible and clearly identifiable to make access easy, safe and comfortable. The design and access statement makes reference to the inclusion of high quality public realm and necessary upgrades to provide level access to all entrances to the development. However, this is not currently clear from the submitted drawings, and confirmation of the details and locations of these access points from Grahame Park Way and Corner Meade including details of levels, gradients, widths and surface materials of paths and how they are segregated from traffic and turning vehicles are required before the application is referred back to the Mayor.

Parking

40 The provision and future management of blue badge parking bays for the residents should be in accordance with the advice in the Lifetime Homes standards, the Wheelchair Housing Design Guide and London Plan standards, and these bays should be located as close as possible to the relevant entrances and cores. In particular, the applicant should note the need for a blue badge accessible space for each wheelchair unit. A managed approach to the provision of disabled parking within overall parking provision should be adopted, ensuring that sufficient spaces can be provided for future demand, and should take into account local need. This approach should be developed as part of the overall parking management strategy, which should form part of any future planning application.

Energy

Energy efficiency standards

41 A range of passive design features and demand reduction measures are proposed to reduce the carbon emissions of the proposed development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include mechanical ventilation with heat recovery, low energy lighting and accredited construction details to limit thermal bridging. Information should be provided on how the demand for cooling will be minimised. The development is estimated to achieve a reduction of 99 tonnes per annum (19%) in regulated CO₂ emissions compared to a 2010 Building Regulations compliant development. Sample SAP sheets have been provided supporting the savings claimed.

District heating

42 The applicant has carried out an investigation and claims that there are no existing or proposed district heating networks in the vicinity of the development. The extract from the London Heat Map included in the energy statement does not appear to show the location of the application site. The London Heat Map shows that the application site (postcode NW9 5RA) is proposed for connection to the Colindale District Heating Network. Connection to the network should be prioritised and evidence of correspondence with the network operator should be provided. The applicant is proposing to install a site heat network connecting all apartments but not the houses. This is accepted in this instance due to the low heat density expected for the houses. A plan of the proposed heat network has been provided.

43 The applicant is proposing that two energy centres are installed to supply the site. This is not supported. Taking into account the proposed phasing of the development, the applicant should further investigate how the number of energy centres can be minimised in the interest of facilitating connection to the wider district heating network.

Combined Heat and Power

44 The applicant is not proposing to install CHP due the intermittent nature of the heat load. This is accepted in this instance, however connection to the Colindale network should be prioritised over the provision of on-site communal gas boilers.

Renewable energy technologies

45 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 274.5kWp of solar PV on the roof of the buildings. The applicant should confirm that this is the extent of the installation proposed as page 7 and page 17 of the energy statement are inconsistent. A roof plan showing the proposed installation has been provided. The applicant should provide further information to confirm that the risk of overshadowing from the higher rise elements of the blocks has been assessed and, if necessary, accounted for in the predicted carbon savings achievable from the installation. A reduction in regulated CO₂ emissions of 109 tonnes per annum (26%) is claimed through this third element of the energy hierarchy.

Overall carbon savings

46 Based on the energy assessment submitted with the application, the table below shows the residual CO₂ emissions after each stage of the energy hierarchy and the CO₂ emission reductions at each stage of the energy hierarchy.

Table: CO₂ emission reductions from application of the energy hierarchy

	Total residual regulated CO₂ emissions	Regulated CO₂ emissions reductions	
		(tonnes per annum)	(per cent)
Baseline i.e. 2010 Building Regulations	518		
Energy Efficiency	419	99	19%
CHP	419	0	0%
Renewable energy	310	109	26%
Total		208	40%

47 A reduction of 208 tonnes of CO₂ per year in regulated emissions compared to a 2010 Building Regulations compliant development is claimed, equivalent to an overall saving of 40%. The comments above should be addressed before compliance with London Plan energy policy can be verified. As the application was received by GLA after 5 July 2014 the carbon emissions and savings should be presented against a Part L 2013 baseline and the 35% target, as explained in the GLA Guidance which was referenced to the applicant during pre-application discussions.

Transport

Car Parking and Access

48 The applicant advises that a total of 448 parking spaces are proposed, which equates to a ratio between 0:1.13 and 0:1.09 spaces per dwelling. This significantly exceeds the ratio proposed with other major development in the Colindale area, which are consistent with the Colindale Area Action Plan (CAAP). TfL is therefore concerned that established parking standards will be

abandoned, and as such will lead to higher car ownership and be a disincentive to sustainable travel in this area.

49 The applicant should therefore clarify how the overall quantum of the proposed parking will be phased with the development and applied to the proposed dwelling mix. This is necessary to address TfL's concerns that parking should only be applied to the larger family sized dwelling. Furthermore, TfL does not accept the applicant's assertion that providing more parking than is the norm in this area will "create a more socially inclusive community".

50 TfL therefore urges the applicant to reduce the overall car-parking ratio to 0.7 spaces per dwelling, with the one-bedroom units being car free. Overspill parking could also be managed through a permit free obligation for any controlled parking zone secured through section 106 agreement.

51 Electric charging points will be fitted onsite at a rate of 20% of the total provision with a further 20% passive provision in place for electric vehicles in the future. Regardless of the level of parking that is ultimately agreed, TfL welcomes the principle of this.

52 Currently, the main vehicular accesses to the site are directly off Grahame Park Way with a gated emergency entry/egress point available at Corner Mead. With the proposed development, two main vehicle access points from Grahame Park Way will lead to podium car parks along with two egress-only points and two further vehicular and pedestrian accesses from Corner Mead. The access arrangements are reasonable as they will help to provide a permeable vehicular network across the site.

Trip generation and mode split

53 The applicant has based their trip generation forecasts on the CAAP growth predicted in 2009, though it should be noted that the CAAP assessment assumed a parking ratio of 0.7 per dwelling unit.

54 The applicant is advised to use data from the 2011 census along with comparative survey data rather than data from sites outside London which is not considered sufficiently representative. TfL also questions the assumptions about vehicular trip distribution (particularly in regard to the forecast that traffic will be dispersed along Hale Lane and does not accept that the impact on the TLRN will necessarily be limited. The trip generation assessment should also have re to cumulative impact of committed development in the CAAP area.

Walking and Cycling

55 TfL welcomes that the applicant has undertaken a pedestrian (PERS) audit of the local area. However the assessment should identify improvements that are necessary such as to the subway below the railway line to the east where the audit notes that "Security/visibility restricted with no clear line of sight". Matters such as this should be addressed in order to ensure that an increased modal split towards cycling and walking, as the applicant has subsequently advised that they will enhance the local public realm, such improvements should be delivered through a section 106 agreement with Barnet Council.

56 The proposed development includes 350 cycle parking spaces for a minimum of 396 units, which does not accord with London Plan policy 6.9. Cycle parking should be increased to provide at least 1 cycle space per 1 or 2 bedroom unit, 2 spaces per 3+ dwelling as well as visitor cycle spaces. The applicant should also advise as to the location and design of cycle stands; Sheffield Stands are

recommended as the most accessible to a broad spectrum of users of different physical (i.e. lifting) abilities.

57 TfL is also concerned that the applicant has done little to demonstrate how the proposed development facilitates cycle access through the Colindale AAP area. This is essential if the cycle mode share is to be achieved and further information is therefore requested.

Public Transport

58 The applicant advises that the development will generate 40 outbound public transport trips in the morning peak hour. The trip methodology appears reasonable and therefore TfL expects that the majority of these trips will begin with bus route 303 (given the distance to the nearest station). This is likely to cause capacity issues on the route, particularly when the impact of other planned development in the area is taken in to consideration. Similarly in the afternoon peak, the 28 estimated inbound journeys are likely to cause capacity issues.

59 TfL therefore requests £95,000 per year for 5 years to pump-prime bus services in this area, a total section 106 contribution of £475,000. TfL also requests that the first payment is triggered 6 months prior to first occupation of the development to enable an additional bus journey to be place from first occupation, and each subsequent payment on the anniversary of the first payment.

60 The existing Colindale Station building has been identified in the CAAP as requiring step free access and significant capacity improvements or a wholly new station. This is fully supported by both TfL and Barnet Council, TfL has already produced an initial station study, which is expected to be progressed to the concept design level. The initial study forecasts that by 2031, growth in passenger demand plus planned development will result in excessive congestion at the gateline. TfL is therefore generally seeking contributions towards station improvements from development in this area. In this particular case however, TfL acknowledges that trips are likely to be split between rail and underground, and given the relative remoteness from either station, the improved bus capacity and frequency referred to above, will be a priority.

Servicing, construction and travel planning

61 The initial principles of a Construction Logistics Plan have been supplied in framework form and TfL considers then to be adequate; the final document should therefore be secured by planning condition. A Delivery and Servicing Plan is similarly requested to be secured by condition.

62 TfL welcomes the submission of a draft residential travel plan. The content of the plan should be improved by the inclusion of details of how it will be secured and monitored. The plan should also be secured through the section 106 agreement.

Community Infrastructure Levy

63 The Mayor has introduced a London-wide Community Infrastructure Levy (CIL) to help implement the London Plan, particularly policies 6.5 and 8.3. The Mayoral CIL formally came into effect on 1 April 2012, and it will be paid on commencement of most new development in Greater London that was granted planning permission on or after that date. The Mayor's CIL will contribute towards the funding of Crossrail.

64 The Mayor has arranged boroughs into three charging bands. The rate for Barnet Council is £35/sq.m. The required CIL should be confirmed by the applicant and council once the components of the development or phase thereof have themselves been finalised. See the 2010 regulations: <http://www.legislation.gov.uk/ukdsi/2010/9780111492390/contents> as amended by the 2011 regulations: <http://www.legislation.gov.uk/uksi/2011/987/made>

65 London borough councils are also able to introduce CIL charges which are payable **in addition** to the Mayor's CIL. Barnet has adopted a scheme. See the council's website for more details.

Local planning authority's position

66 It is understood that Barnet Council are broadly supportive of the scheme subject to further discussion with the applicant in relation to the proposed heights/massing of residential blocks along the Grahame Park Way edge of the scheme.

Legal considerations

67 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

Financial considerations

68 There are no financial considerations at this stage.

Conclusion

69 The application broadly complies with the London Plan, however there are some outstanding issues that need to be resolved and these and their potential remedies are set out as follows:

- **Principle of development:** Further information is needed to confirm the quantum of existing and proposed educational provision, alongside a legal agreement appropriately securing the delivery of a dual-site approach, ensuring no net loss of overall provision.
- **Affordable housing:** Further clarification on the location and unit size of affordable units is needed before the scheme can be considered to satisfy the requirements of Policy 3.9 'Mixed and balanced communities'. In addition, further discussions with GLA officers regarding the provision of affordable housing are strongly encouraged as the scheme progresses. The applicant should also seek expressions of interest from Registered Providers regarding the delivery of the affordable housing units as soon as possible.
- **Energy:** The applicant has broadly followed the energy hierarchy. Sufficient information has been provided to understand the proposals as a whole. Further revisions and information is required before the proposals can be considered acceptable and the carbon dioxide savings verified. The applicant is required to further explore means of connection to the Colindale district heating network.

- **Transport:** TfL's remain concerned about the proposed parking levels and seeks further clarification and justification in that regard. The applicant should also increase cycle parking levels, specify how the development will be integrated into the wider cycling network in Colindale. Contributions are also required towards additional bus capacity.

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