

22 March 2016

**Premier Place, Station Road, Edgware****in the London Borough of Barnet****planning application no. 16/0112/FUL****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 120-124 Station Road and full planning permission for the rebuilding and extension of 102-120 Station Road to provide 1,705sq.m. retail floorspace (Use Class A1/A2) including a new frontage to Church Way; redevelopment of rear car park for new buildings ranging in height from 3 to 17 storeys with podium level to provide 122 flats (Use Class C3) and a further 150sq.m. of new retail floorspace (Use Class A1/A2/A3) to Church Way. The provision of car parking, landscaping and amenity areas and environmental improvements to Station Road and Church Way, a pedestrian site access from Station Road and Church Way and vehicular site access from Church Way.

**The applicant**

The applicant is **Premier Place Ltd** and the agent is **Dalton Warner Davis LLP**.

**Strategic issues**

The principle of residential-led mixed-use development is supported in strategic planning terms. However, further information and discussion is required on **housing, affordable housing, urban design, inclusive access, sustainable development** and **transport** to ensure compliance with London Plan policies.

**Recommendation**

That Barnet Council be advised that while the application is generally acceptable in strategic planning terms, the application does not yet comply with the London Plan, for the reasons set out in paragraph 93 of this report; but that the possible remedies set out in that paragraph could address these deficiencies.

**Context**

1 On 19 February 2016, 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 31 March 2016 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 Categories 1B and 1C of the Mayor of London Order 2008:

- 1B “Development (other than development which only comprises the provision of houses, flats, or houses and flats) which comprises or includes the erection of a building or buildings... (c) outside Central London and with a total floorspace of more than 15,000 square metres.”
- 1C “Development which comprises or includes the erection of a building of... (c) more than 30 metres high and is outside the City of London.”

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](http://www.london.gov.uk).

## Site description

5 The 0.64 hectare site is located within Edgware Town Centre. It is bounded on the north-east side by the Broadwalk Shopping Mall; on the north-west by Station Road, which is the main commercial street in Edgware; on the south-west by Church Way and on the south-east by an access road (partly ramped) linking Church Way to a surface-level car park for commuters and visitors to the shopping mall.

6 The site encompasses units 100-124 along Station Road and a car park with a capacity of 145 spaces to the rear. Premier House is located at 112 Station Road and is a 14 storey office building. Premier House is to be converted to residential and re-clad under permitted development rights. It is expected that this work will be completed by Spring 2016. The conversion will provide 121 residential flats.

7 Station Road, Approach Road and Church Way are all borough roads. Edgware transport interchange is approximately 260 metres to the northeast of the site and includes a London Underground station that provides access to the Northern Line services between Edgware and Morden. The Edgware transport interchange also accommodates a bus station that serves 15 bus routes and a taxi rank on the station forecourt. As such, the site records an excellent public transport accessibility level (PTAL) of 6a. The nearest Strategic Road Network (SRN) is approximately 200 metres to the southwest of the site. In addition, the nearest transport for London Road Network (TLRN) is the A41, Edgware Way, which is approximately one kilometre to the north of the site.

8 Station Road is typified by two and three-storey buildings and a wide variety of town centre retail and commercial uses, with some office and residential uses on the upper floors of premises.

## Details of the proposal

9 The residential-led mixed-use development comprises the demolition of units 120-124 and full planning permission for the rebuilding and extension of 102-120 Station Road to provide:

- 1,855 sq.m. retail floorsapce (Use Class A1/A2/A3) including a new frontage to Church Way.
- Redevelopment of rear car park for new buildings ranging from 3 to 17 storeys with podium level amenity space to provide 122 residential units.
- A total of 122 residential dwellings with a mix of one, two and three bedroom units.

- Car parking, landscaping and amenity areas and environmental improvements to Station Road and Church Way.
- Pedestrian site access from Station Road and Church Way, and vehicular site access from Church Way.

## Case history

10 On 19 March 2014, the Deputy Mayor and Chief of Staff, acting under delegated authority reviewed a report at the development site for:

- *Demolition of 120-124 Station Road and outline planning permission (with all matters other than access reserved) for new buildings ranging in height from 7 to 19 storeys with podium level to provide up to 165 flats (Use Class C3), up to 1,450sq.m. flexible community floorspace (Use Class D1/D2), 275sq.m. of retail/restaurant floorspace (Use Class A1/A2/A3), and a new shopfront to the Church Way facade of the existing retail unit at 102-106 Station Road. The provision of pedestrian site access from Station Road and Church Way, and vehicular access from Church Way.*

11 The Deputy Mayor advised that while the application was generally acceptable in strategic planning terms, the application did not comply with the London Plan and there were outstanding issues that needed to be resolved (D&P/3176/01). On 1 May 2014 Barnet Council resolved to refuse permission for the application. On 29 May 2014 the Mayor considered an updated report and subsequently advised Barnet Council that he was content for it to determine the case itself, subject to any action that the Secretary of State may take, as there was no sound planning reason for the Mayor to intervene (D&P/3176/02).

12 The Council's decision notice included the following reasons for refusal:

- *The proposal would, by reason of its physical relationship to Station Road, lack of proposals to improve the appearance of the street frontage and Premier House, coupled with a lack of a formal undertaking to secure public realm and transport infrastructure, fail to adequately contribute towards the Council's objectives for the regeneration and renewal of Edgware Major Centre. The proposal would therefore be contrary to policy CS6 of the Barnet Local Plan Core Strategy (September 2012), Policy 2.15 of the London Plan (January 2014) and the Edgware Town Centre Framework (June 2013).*
- *The proposed tall building would, by reason of design, height, scale and massing coupled with the parameters sought and failure to provide adequate justification for future reserved matters, represent visually prominent and obtrusive features on the skyline and could cause unacceptable harm to the setting of heritage assets and local microclimate conditions. It would therefore be contrary to policies CS NPPF, CS5, DM01, DM05 and DM06 of the Barnet Local Plan Core Strategy and Development Management Policies (September 2012), policies 3.4, 7.4, 7.6 and 7.7 of the London Plan (January 2014) and the Barnet Sustainable Design and Construction Residential Design Guidance SPD (April 2013).*
- *The proposal would represent a discordant and visually obtrusive form of development that would fail to respect its local context and the pattern of development in Edgware Major Centre and would therefore be contrary to policies CS NPPF, CS5, DM01 and DM05 of the Barnet Local Plan Core Strategy and Development Management Policies, policies 3.4, 7.4, 7.6 and 7.7 of the London Plan and the Barnet Residential Design Guidance SPD.*

- *The proposal would, by reason of its layout, design, height, scale and mass coupled with the parameters sought, represent a cramped form of development that would result in inadequate daylight and sunlight being received at a significant proportion of the proposed flats, to the detriment of the amenities of future occupiers of the development. The application would therefore not constitute a sustainable form of development and is found to be unacceptable and contrary to policies CS NPPF and DM01 of the Barnet Local Plan Core Strategy and Development Management Policies (September 2012), Policy 3.5 of the London Plan (January 2014) and the Barnet Sustainable Design and Construction and Residential Design Guidance SPD (April 2013).*
- *The proposal would, by reason of its lack of outdoor amenity space provision and lack of justification for the usability of the proposed roof terraces and rooftop play space, result in a poor standard of accommodation for future occupiers of the development and would fail to make adequate provision for children's play and informal recreation, to the detriment of their amenities. The application would therefore not constitute a sustainable form of development and is found to be unacceptable and contrary to policies CS NPPF, DM01 and DM02 of the Barnet Local Plan Core Strategy and Development Management Policies (September 2012), Policies 3.5 and 3.6 of the London Plan (January 2014), the Barnet Sustainable Design and Construction and Residential Design Guidance SPD (April 2013) and Shaping Neighbourhoods: Play and Informal Recreation Supplementary Planning Guidance (September 2012).*
- *The proposal would, by reason of its layout and proximity to the Broadwalk Shopping Centre and Station Road properties, coupled with the parameters sought, represent a cramped form of development that would result in poor outlook from a significant proportion of the proposed flats and a lack of privacy, to the detriment of the amenities of future occupiers of the development. The application would therefore not constitute a sustainable form of development and is found to be unacceptable and contrary to policies CS NPPF and DM01 of the Barnet Local Plan Core Strategy and Development Management Policies (September 2012), Policy 3.5 of the London Plan (January 2014) and the Barnet Sustainable Design and Construction and Residential Design Guidance Supplementary Planning Documents (April 2013).*
- *The proposal, by reason of insufficient car parking provision for the proposed residential and community centre uses, would be likely to lead to increased kerbside parking outside of the Controlled Parking Zone to the detriment of free flow of traffic and highway and pedestrian safety. The application is therefore unacceptable and contrary to policies DM17 and CS9 of the Barnet Local Plan Core Strategy and Development Management Policies (both adopted September 2012).*
- *The proposal, by reason of unsatisfactory assessment of trip generation and the Church Way/Station Road junction, would be likely to result in adverse conditions impacting on highway safety. The application is therefore unacceptable and contrary to policies DM17 and CS9 of the Barnet Local Plan Core Strategy and Development Management Policies (both adopted September 2012).*
- *The application does not include a formal undertaking to secure a contribution to affordable housing provision to meet the demand for such housing in the area despite the application proposing to make such a contribution. The application is therefore unacceptable and contrary to policies CS NPPF, CS4, CS15 and DM10 of the Barnet Local Plan Core Strategy and Development Management Policies Document (both adopted September 2012), policies 3.12 and 3.13 of the London Plan (adopted July 2012 and October 2013), the Barnet Planning Obligations (adopted April 2013), and Affordable Housing (Adopted February 2007 and August 2010) Supplementary Planning Documents and the Mayoral Housing SPG (November 2012).*

- *The application does not include a formal undertaking to secure the delivery of a Travel Plan for the development proposed, to minimise increases in road traffic from the proposal and encourage the use of sustainable modes of transport, and the provision of the funding needed to monitor and review a Travel Plan of this nature. The application is therefore unacceptable and contrary to policies CS NPPF, CS9, CS15 and DM17 of the Barnet Local Plan Core Strategy and Development Management Policies Document (both adopted September 2012); policies 6.1 and 6.3 of the London Plan (adopted July 2011 and October 2013); and the Barnet Planning Obligations (April 2013) Supplementary Planning Document.*
- *The proposal by reason of the provision of long sections of blank ground floor frontage along the north east and south east elevations and lack of definition between public and private space, would not provide a safe and secure environment for people to live and work in and would not reduce opportunities for crime and fear of crime. The application would therefore not constitute a sustainable form of development and is found to be unacceptable and contrary to policies CS NPPF, CS12 and DM02 of the Barnet Local Plan Core Strategy and Development Management Policies (September 2012), Policy 7.3 of the London Plan (January 2014) and the Barnet Sustainable Design and Construction and Residential Design Guidance Supplementary Planning Documents (April 2013).*
- *The application does not include a formal undertaking to secure the making of a financial contribution needed to ensure the delivery of the planning obligations which are necessary for the development to be found acceptable:*
  - *Junction improvements along Station Road;*
  - *Improved public open space around Edgware Station;*
  - *Improved public realm along Station Road;*
  - *Improved bus interchange;*
  - *Pedestrian and cycle environment benefits, including Legible London; and*
  - *Improvements to local bus stops including DDA compliance**The application is therefore unacceptable and contrary to London Plan policies 6.3, 6.9 and 6.10, policies DM17 and CS9 of the Barnet Local Plan Core Strategy and Development Management Policies Document (adopted September 2012), the Barnet Planning Obligations (adopted April 2013) Supplementary Planning Document and the Edgware Town Centre Framework (June 2012).*

13 As part of the revised design scheme the applicant has not engaged in pre-application discussions with GLA officers, however it is understood pre-application meetings have been held with Barnet Council officers regarding the current application.

## **Strategic planning issues and relevant policies and guidance**

14 The relevant issues and corresponding policies are as follows:

- |                           |  |
|---------------------------|--|
| • Retail/town centre uses | <i>London Plan; Town Centres SPG</i>   |
| • Housing                 | <i>London Plan; Housing SPG; Housing Strategy; Shaping Neighbourhoods: Play and Informal Recreation SPG; Shaping Neighbourhoods: Character and Context SPG</i> |
| • Affordable housing      | <i>London Plan; Housing SPG; draft interim Housing SPG; Housing Strategy</i>   |
| • Urban design            | <i>London Plan; Shaping Neighbourhoods: Character and Context SPG; Housing SPG; Shaping Neighbourhoods: Play and Informal Recreation SPG</i>                   |

- Inclusive Access *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*

15 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 Barnet Core Strategy (2012); the Barnet Development Management Policies (2012); and the London Plan (Consolidated with Alterations since 2011).

16 The following are also relevant material considerations:

- National Planning Policy Framework and the accompanying National Planning Practice Guidance.
- Edgware Town Centre Framework (June 2013).

## **Principle of development**

### Residential

17 London Plan Policy 3.3 'Increasing Housing Supply' affirms the Mayor's determination to work with relevant partners to increase London's housing supply by an average of 42,000 net additional homes to meet the need identified in the plan, enhance the environment, improve housing choice and affordability, and to provide better quality accommodation for Londoners. To achieve that figure, the London Plan sets an annual target of 2,349 additional dwellings in Barnet for the ten-year period from 2015 to 2025. The London Plan encourages intensification of residential use in Town Centres.

18 Given the above, the proposal for residential-led mixed-use development is supported by strategic planning policy on this site.

### Retail and town centre uses

19 The site is located within the Edgware Town Centre, which is designated as a 'Major Centre' in the London Plan town centre hierarchy. Policy 2.15 'Town Centres' of the London Plan seeks to ensure that beyond the Central Activities Zone, centres within the network provide the main focus for commercial development and intensification, including residential development. The policy also requires development proposals in town centres to sustain and enhance the vitality and viability of the centre and to accommodate economic and/or housing growth through intensification and selective expansion in appropriate locations.

20 The Edgware Town Centre Framework recognises the site as a redevelopment opportunity to deliver substantial change in Edgware and improve the range and quality of shops on offer. The Council's aspiration is for a comprehensive redevelopment of Premier House and the adjoining car park at its rear to accommodate a mix of uses that includes some active retail at ground floor level facing Station Road, with high quality office or residential accommodation above. The framework identifies scope to provide a modern conference and community function hall. It is noted that any retail expansion will need to be supported by enhancements to the town centre, including new and improved connections to Station Road as well as the underground station.

21 Barnet Council should be satisfied that the proposal will satisfy its aspirations for the site, particularly in terms of the provision of community facilities.

## Employment

22 London Plan Policy 4.7 'Retail and Town Centre Development', and Policy 4.8 'Supporting successful and diverse retail' provide support for the improvement and enhancement of town centres within London and the intensification of development through mixed-use retail and residential development. The London Plan promotes a town centre first approach and Policy 4.7 states that the scale of any retail, commercial and leisure provision should be related to the size, role and function of the existing town centre and its catchment. The proposed development will provide replacement retail floorspace for the existing units on the site with a net increase in commercial floorspace of 625 sq.m. Given the site's town centre location the increase in commercial floorspace is supported.

23 Whilst the increase in commercial floorspace is supported in terms of strategic policy, the applicant should provide further details regarding the intended occupants of the commercial units. GLA officers note that the retail units located on this site are currently occupied. The applicant is strongly encouraged to ensure that those tenants who wish to return to the site following the redevelopment of the commercial units are supported to do so, or helped to find alternative premises, including measures for temporary relocation.

## **Housing**

### Housing choice

24 London Plan Policy 3.8 'Housing Choice' encourages a choice of housing based on local needs, while affordable family housing is stated as a strategic priority. Policy 3.11 also states that priority should be accorded to the provision of affordable family housing. The indicative mix submitted by the application is detailed below.

<b>Tenure</b>	<b>No. of units</b>	<b>% of units</b>
1 Bed	48	39
2 Bed (3 people)	19	16
2 Bed (4 people)	42	34
3 Bed (5 people)	1	1
3 Bed (6 people)	12	10
<b>Total</b>	<b>121</b>	<b>100%</b>

25 The applicant is proposing predominately one and two bedroom units, with only 11% (13 units) being family sized. Given the site's town centre location, the housing mix is acceptable in strategic planning terms.

### Density

26 London Plan Policy 3.4 'Optimising Housing Potential' states that taking into account local context and character, the design principles in Chapter 7 and public transport capacity, development should optimise housing output for different types of location within the relevant density range shown in Table 3.2. The site is within a central location where the density matrix sets a guideline of 650 to 1,100 habitable rooms (or 140 to 405 units) per hectare on a site such as this where the PTAL is 6, although the London Plan notes that these ranges should not be applied mechanistically.

27 The applicant has provided density figures of 191 units per hectare and 538 habitable rooms per hectare. However, as the proposal is for mixed-use development, the density calculations need to be undertaken in accordance with paragraph 1.3.70 of the Housing SPG. Also, given that Premier House is located on the development site and that it also provides residential accommodation, the number of units for Premier House should also be taken into consideration when calculating the density. The proposal, plus Premier House, has 243 units on a site area for density purposes of 0.576 hectares. This results in density figures of 422 units per hectare. This is higher than the density ranges stipulated in the London Plan. Notwithstanding this, as stated above, the ranges do not need to be applied mechanistically, and it is noted that the development is located in a town centre and has an excellent PTAL where the density matrix considers higher densities to be appropriate. Mindful of the urban design comments and residential quality assessments below, and given the sites town centre location, the proposed residential density is acceptable.

### Residential quality

28 London Plan Policy 3.5 promotes quality in new housing provision and sets out minimum space standards at Table 3.3. As of 1 October 2015 the Government's technical housing standards came into effect. On 14 March 2016, the Mayor adopted the new technical guidance through a minor alteration to the London Plan. This brings the London Plan in line with the new national technical standard.

29 As stated above, quality issues are particularly important in a high density development and therefore the residential development would be expected to target the good practice standards stated in the Housing SPG. Further analysis of the residential quality of the proposal is detailed under the 'urban design' section below.

### Children's playspace

30 London Plan Policy 3.6 'Children and Young People's Play and Informal Recreation Facilities' seeks to ensure that development proposals include suitable provision for play and recreation. Further detail is provided in the Mayor's Supplementary Planning Guidance 'Shaping Neighbourhoods: Play and Informal Recreation', which sets a benchmark of 10 sq.m. of useable child play space to be provided per child, with under-5 child play space provided on-site as a minimum.

31 The applicant is intending to provide 460 sq.m. of child playspace which will be divided across two playspaces located at the podium level. This exceeds the minimum 110 sq.m. benchmark for a child yield of eleven children generated from this proposal. Barnet Council should secure the play equipment via planning condition.

## **Affordable housing**

32 London Plan Policy 3.12 requires borough councils to seek the maximum reasonable amount of affordable housing when negotiating on individual private residential and mixed-use schemes. In doing so each council should have regard to its own overall target for the amount of affordable housing provision. This target should take account of the requirements of London Plan Policy 3.11, which includes the strategic target that 60% of new affordable housing should be for social rent and 40% for intermediate rent or sale.

33 While the Mayor has a set strategic investment benchmark that across the affordable rent programme as a whole rents should average 65% of market rents, this is an average investment output benchmark for this spending round and not a planning policy target to be applied to negotiations on individual schemes.

34 Policy 3.12 is supported by paragraph 3.71, which urges borough councils to take account of economic viability when estimating the appropriate amount of affordable provision. The 'Three Dragons' development control toolkit appraisal might need to be independently verified. Paragraph 3.75 highlights the potential need to re-appraising the viability of schemes prior to implementation in order to take account of economic uncertainties and ensure the maximum public benefit is secured over the period of the development.

35 Barnet Council has set an overall target as required by London Plan Policy 3.11, and seeks to deliver 40% of new homes as affordable housing, with a tenure mix of 60% social rented and 40% intermediate, which is in accordance with London Plan policy.

36 Given the strategic priority afforded to maximising affordable housing delivery in London Plan Policy 3.12, any proposed affordable housing contribution should represent the maximum reasonable amount having regard to, among other things, affordable housing targets adopted by the borough. Barnet's Core Strategy Policy CS4 seeks a borough wide target of 40% affordable homes on sites capable of accommodating ten or more dwellings. The applicant is not intending to provide any affordable housing as part of this scheme, which is disappointing. A viability assessment submitted with the application suggests that the scheme cannot support the provision of affordable housing on site nor is it able to support a payment in lieu contribution.

37 Barnet Council has undertaken an independent appraisal of the applicant's viability report. This independent appraisal provides a different Residual Land Value to that of the applicant's. The report therefore concludes that the proposed scheme can viably support an affordable housing offer. It is anticipated that the scheme could provide 30 units, which would equate to 25% affordable housing provision.

38 The applicant should note that London Plan Policy 3.12 expects affordable housing to be provided on-site, and the Mayor's Housing SPG reiterates this point, noting that on-site provision generally gives the greatest certainty of actual provision as well as meeting the Plan's policies on mixed and balanced communities.

39 In order to maximise affordable housing delivery; however, it is recognised that in exceptional circumstances and where it would have demonstrable benefits, it may be provided off-site or through a cash in-lieu contribution ring fenced and if appropriate 'pooled', to secure efficient delivery of new affordable housing. However, off-site options should only be secured when it has been fully demonstrated as to why on-site provision is not possible.

40 Given the results of the Council's independent appraisal, the proposal is currently not in accordance with London Plan Policies 3.8, 3.9, 3.11 and 3.12. The applicant is strongly urged to enter into further discussions with Barnet Council regarding the affordable housing provision.

## **Urban design**

41 Good design is central to all objectives of the London Plan and is specifically promoted by the policies contained within Chapter 7 which address both general design principles and specific design issues. London Plan Policy 7.1 sets out a series of overarching design principles for development in London. Other design policies in this chapter and elsewhere in the London Plan include specific design requirements relating to maximising the potential of sites, the quality of new housing provision, tall and large-scale buildings, built heritage, views, and public realm. New development is also required to have regard to its context, and make a positive contribution to local character within its neighbourhood (Policy 7.4).

42 London Plan Policy 7.7, which relates to the specific design issues associated with tall and large-scale buildings, is of particular relevance to the proposed scheme. This policy sets out specific additional design requirements for tall and large-scale buildings, which are defined as buildings that are significantly taller than their surroundings and/or have a significant impact on the skyline and are larger than the threshold sizes set for the referral of planning applications to the Mayor. Policies 7.10 and 7.11, which set out the Mayor's approach to protecting the character of strategic landmarks as well as London's wider character, are also important considerations.

43 The proposal intends to create new development along the southern edges of the site with a raised podium level 'central courtyard' (above a ground level car park) which provides access to the residential development. The scheme also provides internal and external refurbishments, rebuilding and/or rear extensions to the existing Station Road retail units. A new retail unit is proposed along Church Way, which is welcome.

44 The applicant is intending to provide two entrances, one from Station Road and one from Church Way, for the residents of the development. The entrance from Station Road will be provided by the part demolition of 120-124 Station Road. Both entrances provide wheelchair access to the podium, which is welcome and helps the proposal to achieve the highest standards of accessible and inclusive design as set out in London Plan Policy 7.2 'An Inclusive Environment'.

45 The location of two retail units along Church Way will increase activity and passive surveillance along this street. The applicant has also pulled the building line back to widen the pavement along Church Way, which will create a much more attractive pedestrian environment. Furthermore, all back of house uses have been located within the parking area and have no frontage onto the public realm.

#### Residential quality

46 The documentation indicates that a good residential quality can be achieved. All units will meet or exceed the Mayor's minimum space standards as set out in Table 3.3 of the London Plan. There are no single aspect north facing units, with approximately 72% of units being dual aspect. A total of 1,000 sq.m. communal amenity space will be provided in addition to each unit being provided with private amenity space. There is a maximum of eight units per core and a minimum floor to ceiling height of 2.5 metres will be achieved. This high residential quality is welcome and as stated previously, a requirement for development that exceeds the figures in the density matrix of the London Plan.

#### Height, scale and massing

47 London Plan Policy 7.7 specifies that tall buildings are appropriate in town centres that have good access to public transport, as is the case with this application. London Plan Policy 7.4B sets out the requirements for buildings to provide a contemporary architectural response to a site whilst having regard to the pattern and grain of development in the wider area. London Plan Policy 7.6B sets out the requirement for development to be of a proportion, composition, scale and orientation that enhances, activates and appropriately encloses the public realm. Policies 7.10 and 7.11, which set out the Mayor's approach to protecting the character of strategic landmarks as well as London's wider character, are also important considerations.

48 The height of the tower element in this highly accessible major town centre is supported. Whilst significantly taller than the surrounding built development, the proposal relates well to Premier House and creates a relationship between the two tower elements on the site. The tower element is also located away from Station Road which will help to minimise the impacts of the development on the streetscape.

49 The massing of the proposal has been significantly reduced since the original planning application. The development provides a stepped massing approach. Block D is now a singular tower element of seventeen storeys. Blocks A, B and C step up from three storeys along Church Way to five storeys adjacent to the tower.

50 The height, scale and massing approach is supported.

#### Appearance and materials

51 Overall the approach to the building appearance is well considered. The main building material will be brick with spandrel panels and balcony linings, and the individual blocks will be articulated differently. The applicant has provided distinction along the elevations which creates an interesting building form and further reduces the impact of the massing. The appearance and proposed materials are supported.

52 Notwithstanding the above, given that the scheme is above the density range stipulated in the London Plan, its appearance will need to be of outstanding quality. Critical to this will be final choice of material and quality of detailing, and as such the local authority will need to scrutinise this carefully. The applicant should also include a clause in the s106 agreement that will ensure the same calibre of architects are retained to produce all construction drawings, or a budget is allocated to allow them to review these when they are produced.

#### **Inclusive access**

53 The aim of London Plan Policy 7.2 'An Inclusive Environment' is to ensure that proposals achieve the highest standards of accessibility and inclusion (not just the minimum). Inclusive design principles, if embedded into the development and design process from the outset, help to ensure that all of us, including older people, disabled and deaf people, children and young people, can use the places and spaces proposed comfortably, safely and with dignity.

54 The design of the public realm is crucial to how inclusive the development is for many people. The planning statement indicates that the communal amenity space will be accessible via lifts from street level and there will be level access to all entrance cores from the podium. The Design and Access Statement should provide further detail and show how disabled people access each of the entrances safely, including details of levels, gradients, provision of accessible seating, and widths of the paths.

55 London Plan Policy 3.8 requires that 90% of new housing meets Building Regulation requirement M4 (2) 'accessible and adaptable dwellings' and 10% of new housing meets Building Regulation requirement M4 (3) 'wheelchair user dwellings'. The applicant has confirmed that the proposal will comply with London Plan Policy 3.8 and provide 12 units that are wheelchair accessible. The Council should secure compliance with Building Regulations M4 (2) and M4 (3) by condition.

56 Whilst the applicant is complying with the 10% provision of wheelchair user dwellings as required by Policy 3.8, the wheelchair accessible units are only provided in one unit size; two bedroom, four person units. In order to ensure compliance with London Plan Policy 3.8, and to afford disabled people and the elderly the same choices as non-disabled people, the scheme should provide residential units across a variety of unit sizes. The applicant should include typical flat layouts and plans of the wheelchair accessible units in the design and access statement.

57 The future marketing of the private wheelchair accessible homes ensure that prospective purchasers are aware of the accessibility and adaptability of these units. The applicant is encouraged to consider how the units will be marketed and demonstrate this within the design and access statement.

## **Sustainable development**

### Energy

58 The applicant has broadly followed the energy hierarchy. Sufficient information has been provided to understand the proposals as a whole. Further revisions and information are required before the proposals can be considered acceptable and the carbon dioxide savings verified.

### Energy efficiency standards

59 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 low energy lighting and mechanical ventilation with heat recovery. The applicant is also proposing to significantly reduce heat loss through thermal bridging. The applicant should also explain the processes in place in order to ensure that achieving this challenging performance level will be possible.

60 The demand for cooling in the non-domestic building uses will be minimised through energy efficient plant and solar control glazing. However, the applicant has stated that mechanical cooling will be needed to avoid overheating. The applicant should outline the measures to reduce the overheating risk for the residential dwellings.

61 The development is estimated to achieve a reduction of 29 tonnes per annum (14%) in regulated carbon dioxide emissions compared to a 2013 Building Regulations compliant development.

### District heating

62 The applicant has carried out an investigation and there are no existing or planned district heating networks within the vicinity of the proposed development. The applicant has; however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available.

63 The applicant is proposing to install a site heat network. However, the applicant should confirm that all apartments and non-domestic uses will be connected to the site heat network.

64 The site heat network will be supplied from a single energy centre. This will be 73 m<sup>2</sup> in size and located on the ground floor.

### Combined heat and power

65 The applicant is proposing to install three gas fired CHP units with a total capacity of 46.5 kWe as the lead heat source for the site heat network. The CHP is sized to provide the domestic hot water load, as well as a proportion of the space heating. A single CHP should be investigated, in the interest of improving plant efficiency.

66 A reduction in regulated carbon dioxide emissions of 30 tonnes per annum (14%) will be achieved through this second part of the energy hierarchy.

67 The applicant should provide information on the management arrangements proposed for the system, including anticipated costs, given that the management and operation of small CHP systems can significantly impact their long term financial viability.

#### Renewable energy technologies

68 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 46 kWp roof mounted Photovoltaic (PV) array. A PV layout drawing has been provided.

69 A reduction in regulated carbon dioxide emissions of 20 tonnes per annum (10%) will be achieved through this third element of the energy hierarchy.

#### Overall carbon savings

70 Based on the energy assessment submitted at stage I, the table below shows the residual carbon dioxide emissions after each stage of the energy hierarchy.

	<b>Total residual regulated CO<sub>2</sub> emissions</b>	<b>Regulated CO<sub>2</sub> emissions reductions</b>	
		<b>(tonnes per annum)</b>	<b>(per cent)</b>
Baseline i.e. 2013 Building regulations	212		
Energy Efficiency	183	29	14%
CHP	153	30	14%
Renewable energy	133	20	10%
<b>Total</b>		79	37%

71 A reduction of 79 tonnes of carbon dioxide per year in regulated emissions compared to a 2013 Building Regulations compliant development is expected, equivalent to an overall savings of 37%.

72 The carbon dioxide savings exceed the target set within Policy 5.2 of the London Plan. However, the comments above should be addressed before compliance with London Plan policy can be verified.

#### Flood risk

73 The site is generally within Flood Zone 1, with no significant surface water flood risk at the site. Therefore, the proposals are acceptable in terms of London Plan Policy 5.12.

#### Surface water run-off

74 Whilst the site itself is free from flood risk, areas in the local vicinity are at significant risk of surface water and fluvial flooding from the Silk Stream, therefore the application of London Plan Policy 5.13 'Sustainable Drainage' will be an important consideration for this site.

75 The Sustainability Statement prepared by AJ Energy Consultants Ltd states that the development will implement sustainable drainage techniques to restrict the run-off from the site to a maximum of 5 l/s.

76 This approach is acceptable in principle; however, no details as to the sustainable drainage techniques to be used are included. Therefore a suitable condition should be attached to any planning permission along the following lines:

*“No development shall commence until a sustainable drainage regime meeting the requirements of London Plan Policy 5.13 has been submitted and approved by the Local Planning Authority in consultation with the London Borough of Barnet Lead Local Flood Authority.*

*Reason: To ensure the sustainable management of water and minimise the potential for surface water flooding.”*

#### Climate change adaptation

77 Barnet Council should secure through planning condition that the application responds to strategic policies regarding climate change adaptation, including use of low energy lighting and energy efficient appliances, metering, high levels of insulation, low water use sanitary-ware and fittings, in addition to biodiverse roofs.

### **Transport**

78 Vehicle access to the retained and reconfigured car park will be taken from Church Way, relocated approximately twelve metres north from its current location. TfL supports the revised location as it will help to minimise conflicts with access to the Broadwalk Centre to the south.

79 The proposal includes 96 car parking spaces; 52 for the proposed development (including 12 accessible spaces) and 44 retained by the existing Premier House, which is completed and partially occupied. Overall this represents a reduction of 49 spaces from the current 145 spaces. The resulting parking ratio is 0.4 spaces per dwelling.

80 Notwithstanding this reduction, the proposed quantum of car parking is unnecessary for a flatted development in such a highly accessible location. The supporting transport assessment advises that the take-up of car parking residents of Premier House is low. Although the current level of occupation is not clear, the current rate of take up points to a low combined take up of parking spaces by future residents of Premier House and Premier Place. That being the case, the unallocated spaces may be reallocated to non-residential users which could encourage greater vehicular traffic in this town centre. TfL recommends that the development should be car free, save for spaces to serve accessible dwellings. TfL also recommends the imposition of a s106 car-free obligation, consistent with London Plan Policy 6.13.

81 The proposal includes 19 active electric vehicle charging points (EVCP) which will be provided for residents of the existing and proposed dwellings, with a further 19 spaces to be passive, for future conversion to electric charging points. The proposed EVCPs exceed the London Plan minimum requirement of 20%, which is welcomed by TfL. The applicant should clarify their location and the provision of EVCPs should also be secured by condition.

82 The proposal does not include car club spaces, which TfL would encourage and would also help to support lower levels of private car use. Barnet Council should therefore consider whether appropriate provision can be made at the site including the location of car club parking spaces and financial contributions towards car club membership for residents of the development, to be secured with the travel plan.

83 Following a review of the updated trip generation and modal split exercise, TfL is satisfied that the proposed development is unlikely to have any material impact on the operation of the local public transport or the strategic highway network. The applicant also submitted a PERS audit report, which shows that the pedestrian environment in the vicinity of the site is generally of good quality with some minor deficiencies that could be addressed through the section 278 agreement. The audit also identified the need for better wayfinding; therefore TfL recommends that Barnet Council secure an appropriate level of contribution towards improving pedestrian legibility in the area.

84 The transport assessment states that 202 cycle parking spaces will be provided, with 122 spaces provided at ground floor level in cycle stores within the car park and 80 spaces provided on first floor level in Block D. To satisfy London Plan requirements a minimum of 214 spaces must be provided. 196 of those spaces should be long-stay for the residential use, with a further three visitor stands. Five long-stay and nine short-stay spaces must be provided for the retail use which TfL notes would be accommodated on Station Road and in the car park.

85 Supporting facilities such as lockers, showers and changing rooms for retail employees is encouraged. Consideration should also be given to providing spaces for less conventional bicycle types, such as tricycles, cargo bicycles and bicycles with trailers. Details of the cycle parking should be secured by planning condition.

86 A construction logistics plan (CLP) should be secured for the site by condition. The CLP should include measures to limit the impact of the development during the construction period, and including information on booking systems, consolidated or re-timed trips, and secure off-street loading and drop off facilities.

87 Deliveries to the retail units will be as per the existing arrangements; to the rear of the property within the car park. The applicant should provide a tracked plan for the largest vehicles that are expected to access the site, in order to demonstrate that delivery and servicing vehicles can access and exit the site in a forward gear. This should be informed by an assessment of servicing trips within the transport assessment. TfL requests that a delivery and servicing plan which formalises the arrangements for delivery and servicing be secured by condition.

88 TfL welcomes the submission of a residential and a workplace travel plan. The content of both travel plans is satisfactory. The travel plans should be secured and monitored through a s106 agreement.

89 In accordance with London Plan Policy 8.3 'Community Infrastructure Levy', and following consultation on both a Preliminary Draft, and then a Draft Charging Schedule, the Mayor's CIL came into effect on 1 April 2012. The proposed development is within the London Borough of Barnet where the Mayoral charge is £35 per square metre gross internal area of additional floorspace.

### **Local planning authority's position**

90 It is understood by GLA officers that Barnet Council is likely to report this application to its planning committee in March 2016.

## Legal considerations

91 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

92 There are no financial considerations at this stage.

## Conclusion

93 London Plan policies on retail and town centre uses, employment, housing, affordable housing, urban design, inclusive access, sustainable development and transport are relevant to this application. In general, the scheme is supported in strategic planning terms. However, further information and discussion, as stated below, is required to ensure the proposal complies with the London Plan:

- **Principle of development:** The principle of residential-led mixed-use development is supported on this highly accessible town centre site. The applicant is strongly encouraged to ensure that those tenants who wish to return to the site following the redevelopment of the commercial units are supported to do so, or helped to find alternative premises, including measures for temporary relocation.
- **Housing:** The housing choice and density of the proposal are supported. Barnet Council should secure the type of play equipment to be provided via planning condition.
- **Affordable housing:** The proposal is currently not in accordance with London Plan Policies 3.8, 3.9, 3.11 and 3.12. The applicant should include an affordable housing provision as recommended by Barnet Council's independent viability appraisal.
- **Urban design and tall buildings:** A clause should be included in the s106 agreement that will ensure the same calibre of architects are retained to produce all construction drawings, or a budget is allocated to allow them to review these when they are produced. The scheme is supported in strategic design terms.
- **Inclusive access:** GLA officers require that wheelchair accessible units be distributed across a variety of unit sizes. The scheme should be amended to reflect this. The applicant should include details of how disabled people access the entrances in the design and access statement. The Council should secure compliance with Building Regulations M4 (2) and M4 (3) via condition.
- **Sustainable development:** Further information and discussion (detailed in the body of this report) are required before the proposals can be considered acceptable and the carbon dioxide savings verified. This should be submitted for assessment prior to the application being referred back to the Mayor. The proposal complies with London Plan policies 5.12 and 5.13. Conditions securing commitment for climate change adaptation measures should be included within the application when it is referred back to the Mayor.

- **Transport:** Further information (outlined in the body of this report) regarding transport matters are required for assessment prior to the application being referred back to the Mayor.

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