

**AGENDA ITEM: 5**

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Meeting	Cabinet
Date	17 November 2008
<b>Subject</b>	<b>‘Civic and University Quarter’ Draft Masterplan</b>
Report of	Cabinet Member for Planning and Environmental Protection
Summary	A strategic development framework is being prepared to guide future expansion and change at the University’s campus at Hendon including consolidation of the Councils civic functions. An emerging draft masterplan sets out a number of spatial development and land use issues which require consideration prior to formal public consultation.

Officer Contributors	Director of Planning, Housing and Regeneration
Status (Public or Exempt)	Public
Wards Affected	All
Enclosures	<ul style="list-style-type: none"> <li>• Appendix 1 – Strategic Development Options</li> <li>• Appendix 2 – Constraints and Opportunities</li> <li>• Appendix 3 – The Civic and University Quarter – Masterplan Diagram</li> </ul>
For Decision by	Cabinet
Function of	Executive
Reason for urgency/exemption from call-in (if appropriate)	Not Applicable
Contact for further information:	<p>Martin Cowie, Head of Planning and Development Management, Planning, Housing and Regeneration.</p> <p>Tel No. 020 8359 4514 or email <a href="mailto:martin.cowie@barnet.gov.uk">martin.cowie@barnet.gov.uk</a></p>

## **1. RECOMMENDATIONS**

- 1.1 That the principle and objectives of the Civic and University Quarter Draft Masterplan be approved for consultation purposes.**
- 1.2 That the Cabinet Member for Planning and Environmental Protection be empowered to approve under delegated powers the detailed draft masterplan report for consultation purposes.**
- 1.3 That the Director of Planning and Environmental Protection be instructed to report back to Cabinet, after the period of consultation and further analysis, on the final version of the detailed masterplan.**

## **2. RELEVANT PREVIOUS DECISIONS**

- 2.1 A number of major developments on the campus have been granted planning permission by the Council including the Sheppard Library and Hatchcroft buildings.
- 2.2 The Council adopted the Unitary Development Plan (UDP) on 18 May 2006. It provides the policy framework and development plan for the borough.
- 2.3 The LDF Core Strategy Issues and Options Report approved by Cabinet 18 June 2008 refers to the University's emerging ambitions for the Hendon Campus and recognises the possibility of Barnet as a long-term home for the University.

## **3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS**

- 3.1 The masterplan will be a non-statutory document serving as local guidance but it will draw heavily from adopted and emerging planning policy and established corporate documentation and priorities.
- 3.2 The development of the proposals support the key aims of the Sustainable Community Strategy in seeking higher educational attainment, a more skilled workforce and creating local opportunities. They also strengthen partnership working and support many of the key priorities of the Corporate Plan including the delivery of a 'Bright Future for Children and Young People', a 'Clean, Green and Safe Neighbourhood' and 'Strong and Healthy Community' and a 'Successful Suburb'. The masterplan will provide the opportunity to make fundamental and long lasting improvements to the area and provide a holistic plan to guide development in accordance with the Three Strands Approach.
- 3.3 In keeping with national and strategic planning policy, the Unitary Development Plan (UDP) reiterates the need to maximise the development of brownfield land and promote key economic, community and educational opportunities and prepare strategies to enable comprehensive and achievable outcomes.

## **4. RISK MANAGEMENT ISSUES**

- 4.1 Without a masterplan to guide future development of this area, there are increased risks of incremental and unplanned development that may not be in the interests of the wider community or follow the established UDP policy framework.
- 4.2 Without the guidance of a comprehensive plan the council may lose the opportunity of ensuring holistic redevelopment and the delivery of the necessary infrastructure improvements and wider community benefits through S.106 planning contributions – without which any development may detrimentally impact upon the surrounding community and not be sustainable.

## **5. EQUALITIES AND DIVERSITY ISSUES**

- 5.1 The retention of a civic presence and the comprehensive expansion and consolidation of the University in this location will assist in promoting a range of local cultural, educational, training and community benefits for all residents in the borough. Any new buildings and public spaces within future development will be required to be compliant with disability legislation.

## **6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)**

- 6.1 The masterplan document is being prepared by staff from the Planning, Housing and Regeneration service with the assistance of consultants from Middlesex University working in partnership.
- 6.2 In addition to the Town Hall and Hendon Library, the Council has a major landowning interest within the boundary covered by the draft campus masterplan namely the Town hall car park, Ravensfield and Fenella and the artificial sports pitch. An acquisition strategy for property transfers will be agreed as part of a collaboration agreement currently being finalised with Middlesex.
- 6.3 The University has identified the Town Hall car park (referred to as 'Parkside' on the attached Strategic Development Options plan) as their next major development phase and the timescale for a planning application is imminent. The University will wish to transfer a long leasehold for this site at the agreed valuation by the District Valuer prior to any work commencing and therefore approval of this disposal within their required timeframes will be sought at Cabinet Resources Committee in January next year.
- 6.4 The masterplanning of the campus allows, as alluded to earlier an opportunity to consider a number of wider Council property interests in the area when entering into negotiations with the University.

## **7. LEGAL ISSUES**

- 7.1 These are contained within the body of the report.

## **8. CONSTITUTIONAL POWERS**

- 8.1 Constitution, Part 3 (Responsibility for Functions) Section 3 (Responsibilities of the Executive). The approval of the principal objectives of the draft masterplan for consultation purposes is considered to be a matter for executive decision by the Cabinet. The detailed draft masterplan document will be approved for consultation purposes under delegated powers by the Cabinet Member for Planning and Environmental Protection. After the consultation period, the masterplan will be amended and reported back to Cabinet for formal adoption.
- 8.2 Further development of the campus will require the submission of planning applications, which the Council as the local planning authority will manage as part of the statutory planning process. Any future planning applications would be the subject of separate statutory consultation arrangements and may be reported to the relevant area sub-committee or the Planning and Environment Committee.

## **9. BACKGROUND INFORMATION**

### **9.1 Purpose of Masterplan**

9.2 In partnership with the University and its multidisciplinary consultancy team, the local planning authority is leading on the preparation of a document which is intended to be used as the Council's development brief for the University site and adjoining land formerly owned and occupied by the borough and now sold or leased to the University, to meet its future development needs over the next 5-10 years. It will set out the principles for the scale, disposition, nature and quality of development that is consistent with national and local planning policy and that will deliver an exemplar civic and higher education campus and deliver benefits for Hendon and the borough as a whole.

9.3 Further to the masterplan being subject to public consultation and robust assessment, it will be adopted by the Council as a plan-led, material consideration for development control purposes. It will pave the way for subsequent detailed planning applications for the various elements and phases of development by the University.

### **Context**

9.4 Middlesex University is continuing to pursue a strategy of consolidating its previously extensively dispersed activities and campuses at fewer but significantly improved locations. With the recent completion of the new Hatchcroft building at Hendon, its Enfield campus at Ponders End will close and it will be operating on three principal campuses, Hendon, Trent Park and Cat Hill in addition to its teaching facilities at Archway.

9.5 The Hendon campus has been the University's largest in terms of student numbers. With the recent development of the Sheppard library in 2004 and the refurbishment of the College Building and the creation of the covered quadrangle, it is now described in the 2008 prospectus as the University's flagship campus. Following the refusal of planning permission for the modernisation and expansion of the Trent Park campus in 2006, the University has been pursuing opportunities for further expansion and consolidation in Barnet at Hendon.

9.6 Whilst the Council will retain an important presence and role in Hendon, it has been vacating buildings and land in the locality, adjacent the University campus as part of its own property rationalisation process. It has entered into a collaborative relationship with Middlesex University in facilitating the further development and improvement of the Hendon campus. As well as being mutually beneficial to the Council and University, it is considered that the expansion of the University's presence at Hendon will bring major economic and community benefits to the borough and North London.

9.7 These benefits potentially include the availability of equipment and expertise for schools; joint work on fitness and health; a mutual commitment to continuing professional development and training building on the links so far with education and children's social care; cultural and life-long learning benefits for local residents; the development of knowledge transfer opportunities and the combined marketing of Barnet to international markets.

## **Key Objectives/Proposals**

- 9.8 There are a number of key elements for the University in taking forward the opportunity to develop and expand its Hendon Campus. These include:
- Transfer of art, design and media courses at Cat Hill and at Trent Park to a new facility at Hendon (leading to closure of Cat Hill);
  - Subsequent transfer of remaining education courses from Trent Park to a further new purpose built facilities at Hendon;
  - Enhanced Learning Resource Centre and archive facilities;
  - The creation of a high quality, pedestrian orientated campus environment;
  - Major improvements to the setting and quality of the surrounding public realm, streetscape and pedestrian environment along The Burroughs and around Hendon Grove;
  - Consolidation and improvement of student residential facilities, including relocation of the Usher Hall accommodation in the Colindale area or elsewhere nearby with close and convenient non-car access to the expanded Hendon Campus;
  - Potential improvements of sports and recreation facilities at Copthall Sports Centre in conjunction with the Council;
  - Implementation of the University's aspirations for green travel, by drastically reducing the need for inter-campus movement and continuing to reduce car journeys to Hendon while promoting alternative modes of travel.
  - Establishing facilities and improvements in this location to compliment the consolidation of the Councils presence at the Burroughs.
- 9.9 These plans translate into an accommodation requirement of approximately 28,000sqm at Hendon increasing the total University occupied floorspace on the campus to 72,000sqm. The recently completed Hatchcroft building provides approximately 5000sqm of accommodation.
- 9.10 These initiatives would also eventually see the accommodation up to 15,000 students and 1500 staff (up from 10,000 and 990 respectively now). It should be noted however that no more than a third of the student population would ever be at the campus at anyone time, as is the case at present.
- 9.11 A plan attached shows the possible 'Strategic Development Options' available to the University in rolling out its accommodation programme at Hendon.

## **Key Issues**

- 9.12 A series of opportunities and constraints are presented when considering a substantial expansion of the Hendon campus, as identified on a further plan attached and labelled 'Constraints and Opportunities'.
- 9.13 A number of large development sites for instance exist on the campus, including the car park to the rear of the Town Hall. The possible use of these sites needs to be carefully planned to ensure they respect the amenity of the surrounding area including the character of the adjacent conservation areas and the setting of listed buildings nearby. Other important considerations centre on neighbouring residential amenity, movement and

parking issues including pedestrian safety, public transport accessibility, and the quality of the public realm and town centre enhancement.

- 9.14 The immediate area has an established suburban character and the local highway network is well used with limited off-street parking. The masterplan will take into account the full range of issues including their interplay and cumulative effect and provide options and parameters for change in consultation with the local community.
- 9.15 The development of the campus in a comprehensive way enables the Council to consider with the University its other interests locally including the library, neighbouring school, park, allotments and car park opposite. There will for instance be opportunities to secure improvements to its cultural and educational facilities and greenspaces.
- 9.16 A final plan appended sets out an indicative masterplan diagram indicating how a new 'Civic and University Quarter' might evolve and look like at Hendon.

### **Conclusion**

- 9.17 The preparation of a masterplan for the University's Hendon Campus including the Council's civic functions will assist in delivering comprehensive and sustainable development in accordance with existing and emerging planning policy and the Three Strands Approach.
- 9.18 The programme for its preparation is tight and ambitious but achievable, driven partly by the University's next phase of delivery on the former Town Hall car park. A detailed draft masterplan document, subject to Cabinet steer will be approved under delegated powers by the Cabinet Member for Planning and Environmental Protection and then made available for comprehensive public consultation over a six week period. This consultation exercise is targeted to align with consultation for their planning application in December. This will be facilitated by stakeholder and community exhibitions enabling full local engagement.
- 9.19 A review of comments received after this exercise will be fed into the preparation of a final draft report and masterplan which is targeted for Cabinet endorsement in Spring next year.

## **10. LIST OF BACKGROUND PAPERS**

- 10.1 Sustainable Communities Strategy.
- 10.2 The Corporate Plan,
- 10.3 The Three Strands Approach,
- 10.4 London Borough of Barnet Unitary Development Plan (2006),
- 10.5 London Plan (2008).
- 10.6 Any person wishing to inspect these documents should telephone 020 8359 4514.

MO: CH  
CFO: CM

# STRATEGIC DEVELOPMENT OPTIONS

Scale 1:2500 @A3  
 0 80m



KEY		
Development Opportunities		
<b>Sites in University ownership/use</b>	<b>Sites leased for University occupation and redevelopment</b>	<b>9 Town Hall</b>
<b>1 Northgate</b>	<b>5 Parkside</b>	<b>D Library extension</b>
<b>2 Central</b>	<b>6 Ravensfield &amp; Fenella</b>	<b>Adjacent Sites to be retained</b>
<b>3 Playing Fields Site</b>	<b>C Town Hall extension/infill</b>	<b>10 Hendon Grove</b>
<b>4 Usher Hall</b>	<b>Other Civic/Public Buildings</b>	<b>11 Allotments</b>
<b>A College building extension</b>	<b>7 Fire Station</b>	<b>12 Sunnyhill School</b>
<b>B Williams building extension</b>	<b>8 PCT Clinic</b>	

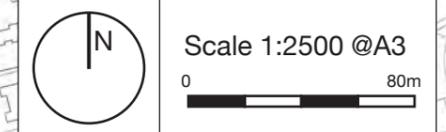
# CONSTRAINTS & OPPORTUNITIES

## KEY

- University Campus Core Area
- OPEN SPACE & LANDSCAPE**
- Landscaped Forecourts to University & Public Buildings
- Woodland/trees/shrubbery providing visual screening
- Parkland character & public accessibility to be retained
- College green amenity visual link between University & Conservation Area
- Allotments - Semi-public open space buffer
- Other private or institutional grounds or gardens
- BUILDINGS & ASSOCIATED SPACES**
- Historic Buildings to be respected
- University buildings to be retained
- Buildings with replacement/townscape enhancement potential
- Potential development/redevelopment areas for University buildings/uses
- Need/potential for strong frontages addressing streets or linear spaces
- ← Opportunities for passive surveillance of public realm
- ↔ Linear spaces/'green' links within campus
- VIEWS & VISUAL IMPACT**
- ✳ LRC strategic landmark in views from Colindale & north-west
- · - · → Important views of LRC from Colindale (Aerodrome Road)
- ✳ Landmark features on public & university buildings along The Burroughs
- ← Views of important frontages and landmarks along The Burroughs
- Zones of visual/height sensitivity adjacent to housing/Conservation Area
- PEDESTRIAN MOVEMENT & ACCESS**
- ↔ Main pedestrian east-west route through publicly accessible parkland
- ↕ Opportunity for main north-south pedestrian route through the campus
- ↕ Opportunities for improved east-west pedestrian routes through campus to Hendon Grove park
- Main pedestrian entrance to University campus
- Potential principal vehicular entry zones to campus - need to avoid conflict with other traffic (including school drop-off)



# THE CIVIC & UNIVERSITY QUARTER MASTERPLAN



## KEY

- University Campus Core Area
- Green Spaces
- Woodland/trees/shrubbery
- Landscaped Forecourts to University & Public Buildings
- Linear parkland between strong university building frontages
- Wooded parkland focal space at intersection of green routes
- Hendon Grove parkland to be made safer/more attractive with animation and sculpture
- College Green - university greenspace accessible to public at interface with Church End Conservation Area
- Linear linking spaces (soft landscaping emphasis)
- Existing & potential focal spaces (hard landscaping emphasis)
- Focal landscaped space within the campus
- Main public entrance to Middlesex University
- Focal entry points within the campus
- Entrances to other public buildings
- Principal public pedestrian green route to & through campus (main public east-west axis)
- Secondary east-west pedestrian route through campus
- East-west pedestrian route linking civic, university & open space uses
- Principal public pedestrian north-south route through campus (main public north-south axis)
- Main north-south frontage pedestrian route linking university and civic uses along The Burroughs
- Secondary north-south pedestrian route through campus
- Possible new north-south pedestrian connection to Greyhound Hill
- 104 Car park (including undercroft) with number of spaces
- Potential for additional car parking under sports pitch if needed and if cannot be provided at nearby park and walk site
- Access to car parks
- Phase 3 Development sites for the relocation of MU from Cat Hill (to be completed by 2011)
- Future Phases of development for the relocation of MU from Trent Park and associated uses (to be completed by 2016)
- Strong building frontages onto open spaces/public realm
- Existing & potential glazed quadrangles/courts/atria
- Listed buildings to be retained with existing or compatible uses

