

	<h2>Policy and Resources Committee</h2> <h3>23 October 2018</h3>
<p style="text-align: right;">Title</p>	<p>Draft Colindale Station Supplementary Planning Document (SPD)</p>
<p style="text-align: right;">Report of</p>	<p>Chairman of the Policy and Resources Committee</p>
<p style="text-align: right;">Wards</p>	<p>Colindale</p>
<p style="text-align: right;">Status</p>	<p>Public</p>
<p style="text-align: right;">Urgent</p>	<p>No</p>
<p style="text-align: right;">Key</p>	<p>Yes</p>
<p style="text-align: right;">Enclosures</p>	<p>Appendix A – Draft Colindale Station SPD</p>
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<h2>Summary</h2>
<p>Substantial funding from the regeneration of Colindale has helped to support provision of new and improved local infrastructure. This includes £16 million from S106 Planning Contributions towards a new Colindale station on Colindale Avenue. The draft Colindale Station Supplementary Planning Document (SPD) sets out an approach for delivering a new station, with step-free access and increased capacity as part of a residential led mixed use proposal. The new station will be equipped to serve the increased growth and development in the area.</p> <p>The mixed use proposal will reflect that Colindale Avenue is a strategic location where tall buildings may be appropriate. It will also reflect that the area around Colindale Station has a high level of Public Transport Accessibility which could justify a car-free development.</p> <p>The draft SPD sets the parameters for station redevelopment, over-station development and delivery of highway, public realm and bridge improvements on Colindale Avenue. The</p>

new Colindale Station needs to be open by 2022.

Once adopted the SPD will be a material consideration in determining planning applications.

Recommendations

- 1. That the Committee considers the contents of the draft Supplementary Planning Document (SPD) attached at Appendix A.**
- 2. That the Committee having considered the contents approves the draft SPD as the basis for public consultation. The SPD will then return to the Committee with the consultation responses.**
- 3. That the Committee delegates authority to the Deputy Chief Executive to make any necessary changes of a minor nature to the draft SPD in consultation with the Leader prior to public consultation**

1. WHY THIS REPORT IS NEEDED

- 1.1 Colindale Station has experienced an 88 per cent growth in demand since 2008, the time when the first outputs of growth in the area became visible. At peak times it is used by 4,500 people, meaning more congestion for customers entering and leaving the station. The Station has had to be closed on several occasions to avoid exceeding capacity.
- 1.2 By 2041, annual passenger demand is projected to more than double as a result of further growth and development in Colindale. A new station is required to meet Transport for London (TfL) operational requirements including step-free access, increased gateline capacity and circulation area and improved entrances and exits.
- 1.3 The area covered by the draft SPD is 0.66 ha stretching from Colindale Station (including platforms, tracks and embankment to the north west) and Piazza to Pasteur Close. As well as the Station and associated retail unit and public car-park (23 pay and display spaces), the area has a small number of residential units, mainly two-storey terraces plus Agar House. The footway along the north side of Colindale Avenue is narrow and does not provide a safe or pleasant environment for pedestrians particularly for pushchairs and people with mobility issues. The SPD red line boundary includes both sides of Colindale Avenue where it crosses over the Northern Line as well as rail sidings to the north of the Station.
- 1.4 The boundary of the draft SPD includes TfL land and properties to the east of the Station up to Pasteur Close in order to allow for a range of development scenarios for the station. An area of 0.66 ha is relatively small for a SPD but

this reflects the need to focus on delivery of a new station rather than wider regeneration objectives in Colindale.

- 1.5 Colindale Avenue is a key east / west link that links Colindale to the A5 / Edgware Road. Although it is a key 'gateway' its current scale and character do not reflect its importance as a major bus link (served by 6 routes including (from February 2019) the 125), pedestrian and cycling route. Local connectivity supports a Public Transport Accessibility Level of 5. A car-free development can therefore be justified.
- 1.6 Colindale is making the most significant contribution to housing growth in Barnet. Over 10,000 new homes are expected to be delivered in this area, 46 per cent of these have already been completed. This growth has helped support improvements to local parks (Colindale, Rushgrove, Silkstream and Montrose) as well as key junctions and roads. Colindale with its historic associations with the RAF and the Metropolitan Police has long been an important visitor destination as well as a strategic operational centre. This will be enhanced when the Council relocate's its offices to the area in 2019. Although Colindale is being transformed from a mixed-use, low-density traditional suburban area, to modern, high-density flatted living there is no overall cohesive identity to the area around Colindale Station and Colindale Avenue. Scoping Report which helped to inform preparation of this draft SPD includes a dedicated character appraisal for Colindale and concluded that:
- The existing station is a single storey box, with no aesthetic quality, fronting onto Colindale Avenue.
 - Pedestrian access into/out of the building is restricted by the narrow footway over the bridge.
 - The station does not currently provide step-free access.
 - The piazza immediately adjoining the station is not particularly welcoming, due to the blank façade of the station which fronts onto it and the security detailing along the rail-track boundary wall.
- 1.7 The station and adjoining public realm detracts from the new development taking place in the surrounding area and is not fit for the numbers of passengers now using the facility. Replacement of the station and adjoining land offers the following opportunities :
- Repositioning of station to allow for improved pedestrian access into/out of the station.
 - Redevelopment of station and area to the east to knit together all the individual Colindale schemes into a cohesive community.
 - Redevelopment of the existing car-park within the overall station development to improve the aesthetic quality.
 - Potential replacement of properties at Nos. 167 to 175 Colindale Avenue with new mixed-use development with commercial at ground floor and residential above, set back from the current boundary-line to allow for pavement widening.
 - Delivery of step-free access within the station.

1.8 Important considerations that underpin the redevelopment of the Station and surrounding land. These are :

- New public transport interchange – delivery of new station to support regeneration of Colindale
- Affordable housing – the land covered by the SPD includes property owned by Transport for London and private parties. The Mayor’s approach is to support a minimum of 35% affordable housing on private land and 50% on public sector land such as TfL. Barnet’s approach for Colindale as set out in the 2010 Area Action Plan (AAP) is to seek 50%. The SPD therefore seeks 50% affordable housing across the SPD site area.
- Tall Buildings - The Colindale Avenue Corridor of Change is one of the strategic locations highlighted in Barnet’s Local Plan where tall buildings (8 storeys (or 26 metres) or more) may be appropriate. The Colindale AAP highlights the SPD area as the most sustainable location within the Colindale Regeneration Area but any such type of development will be required to be of excellent design quality and act as a positive landmark which helps to aid legibility and orientation. Given the location in the heart of the neighbourhood centre and forming part of a new public transport connection, tall buildings at this location would be sited in the most sustainable position and provide a way-marker to the centre of Colindale
- Car Free Development – as this area is within the Colindale Parking Zone and reflecting the high Public Transport Accessibility Level (PTAL) (Colindale Station has a PTAL of 5). there is support in Barnet’s Local Plan as well as the London Plan 2016. Car parking provision for disabled people will be required.
- Community Safety – with provision of new public realm and projected increases in use of the Station it is imperative that any proposal meets Secured by Design principles

1.9 The current Underground Station and adjoining public realm detracts from the new development taking place in the surrounding area and is not fit for the numbers of passengers now using the facility. Replacement of the current Underground Station offers a range of wider opportunities, which have been taken into account in formulating design proposals for the SPD area, including:

- Redevelopment of the SPD site (including the existing Underground Station, land above the rail-tracks, the existing station car park, 167-173 Colindale Avenue and Agar House (Flats 1-6)), to knit together all the individual Colindale schemes into a cohesive community.

Site A - Existing Station

- Redevelopment of existing Underground Station to improve aspect onto the piazza to the west. The existing single-storey building should be replaced by a new residential building between 20 and 28 storeys in height to complement the buildings already positioned around the square. A commercial-use should be provided at ground-floor with open aspect

onto the square. The new building should not restrict passengers entering/exiting the station via a new station plaza.

- **Site B - Over Rail Tracks**

Repositioning of station to allow for improved pedestrian access into/out of the station and include step-free access within station. A new upgraded station should be provided on a concrete-slab over the rail tracks, allowing for the existing bridge-parapet to be removed and the new station set-back from the current building-line. A widened pavement would have the benefit of relieving pressure on the current bridge footway, thereby enhancing pedestrian movement through the area. Integrated step-free access should be provided within the station, delivering a key aim of the scheme. Opportunities for residential led mixed use development over the new station should be explored with potential for a new building between 20 and 25 storeys in height.

- **Site C - Site of Existing Car Park**

Redevelopment of the existing car-park within the overall station development to improve the aesthetic quality. This part of the site should provide an active frontage along the northern side of Colindale Avenue with commercial uses at ground floor level and residential above. The new structure should be between 16 and 20 storeys in height to complement the height and scale of adjoining development. The building should follow the building-line established by Block B on the Peel Centre to contribute to and enhance the sense of place being created in the Peel Centre square. The footway should be widened to allow ease of access to/from the station.

- **Site D - Colindale Avenue Nos 167 to 175 & Agar House (Units 1 to 6)**

Potential replacement of residential properties with new residential led mixed-use development comprising commercial at ground floor and residential above, set back from the current boundary-line to allow for pavement widening. Colindale Avenue, could accommodate a widened public realm set back to provide a residential led development. Any new building should be no more than 9 storeys in height to complement the proposed new development on the opposite side of Colindale Avenue (Peel Centre). The public realm should be widened to accommodate an increased number of pedestrians in the area comfortably.

- **Site E - Provision of disabled car-parking on land adjacent to rail-sidings**

This part of the site should accommodate dedicated disabled car parking for residents of the new development as well as tube passengers.

1.10 The final section of the draft SPD focuses on delivery and implementation. A coordinated and comprehensive approach is required to the redevelopment of Colindale Station and adjoining land. It is imperative that the Station remains operational throughout the redevelopment. The draft SPD sets out a phasing strategy for how the five individual sites will be developed.

- 1.11 Works to build the new ticket hall (Site B) over the existing platforms and tracks are planned to commence in 2021. This will require closure of the Station car park (Site C) for use as the site works compound. The existing station (Site A) will remain open as fully as possible with any closures minimised. Public realm associated with the station will be provided in this phase. Once the new station is operational the old station will be redeveloped for a residential led mixed use development. The third phase of development will focus on the Station Car Park (Site C) and part of the residential properties in Colindale Avenue (Site D). The remaining phases will consist of redevelopment at Site D and bring forward Site E as designated disabled car parking bay per 3% of all units plus provision for disable users of the station.
- 1.12 The majority of the land covered by the SPD is owned by TfL. With regard to privately owned properties at 167 to 175 Colindale Avenue and Agar House the Council will expect to see site assembly carried out via negotiations and private treaty wherever possible. Officers have recently met with property owners to discuss the impact of the proposals. Where there is a compelling case in the public interest, the Council will consider the use of its compulsory purchase powers to assemble sites within the SPD area.
- 1.13 A SPD should be prepared where it can help applicants make successful applications or aid infrastructure delivery. (National Planning Policy Framework (NPPF), July 2018 – paragraph 153 refers). In so doing, it should build upon and provide more detailed advice or guidance on the policies in the Local Plan without adding unnecessarily to the financial burdens on development. (National Planning Practice Guidance - Local Plans – paragraph 28 refers).
- 1.14 Government regulations set out the requirements for producing a SPD. Strategic Environmental Assessment (SEA) is a requirement to consider the environmental effects of a plan or proposal and SPD's usually only require sustainability appraisal in exceptional circumstances where there are significant environmental effects. Although the proposed SPD will not be subject to the Environmental Impact Assessment Regulations, it is, nonetheless, likely to constitute a plan or programme which sets the framework for future development consents under the Strategic Environmental Assessment (SEA) Regulations. As such SEA is likely to be required for the SPD and the Council has prepared an environmental report in accordance with the SEA Regulations.
- 1.15 Prior to adopting the SPD the Council is required¹ to undertake a minimum 4 week period of public consultation. In addition the Council must also prepare a Consultation Statement setting out:
- a) persons the Council consulted when preparing the SPD;
 - b) a summary of the main issues raised by those persons; and
 - c) how those issues have been addressed in the SPD.

¹ Under the Town and Country (Local Planning)(England) Regulations 2012 (Regulations 12, 13 & 35 refer)

Also, for the purpose of seeking representations on the draft SPD, make copies of that statement and the SPD available for inspection and publish on the Council's website.

2. REASONS FOR RECOMMENDATIONS

- 2.1 The draft SPD sets the parameters for station redevelopment, over-station development and delivery of highway, public realm and bridge improvements on Colindale Avenue. Setting out clear design guidelines will help shape the future planning application for a new Colindale Station which needs to be open by 2022

3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1 The alternative option is to not produce a SPD for Colindale Station. This would mean an opportunity missed to shape TfL's planning proposal for the station as the Council has not set out detailed design guidelines for the new station and associated development. The community would have no opportunity to provide their views on the proposal prior to submission of a planning application. The lack of a joined up approach between TfL and the Council may lead to a delay in delivery of a new station.

4. POST DECISION IMPLEMENTATION

- 4.1 The draft SPD will be subject to public consultation over the Autumn in accordance with the requirements of the Statement of Community Involvement. Following consultation the draft document will be revised in light of comments received. Once adopted the final SPD will be capable of being used as a material consideration in the determination of future planning applications.

5. IMPLICATIONS OF DECISION

5.1 Corporate Priorities and Performance

- 5.1.1 The proposals in the Draft Colindale Station SPD directly supports delivery of the Corporate Plan 2015-2020 which highlights that Barnet is changing physically and the Council is embracing this through growth and regeneration of the Borough's infrastructure.

- 5.1.2 The Corporate Plan 2018/19 Addendum highlights the contribution of Colindale to increasing housing supply as well as the emerging Long-Term Transport Strategy for Barnet, which aims to move people towards greener modes of travel, such as public transport or electric vehicles. The Addendum also highlights the Way We Work programme as an important step in our organisational development. The new Station will help support the Council's new, purpose built office in Colindale and empower staff to choose when, where and how they work in order to deliver the best possible services and outcomes for our residents and customers.

5.1 Resources (Finance & Value for Money, Procurement, Staffing, IT, Property, Sustainability)

5.2.1 The cost of preparing this draft SPD has been funded through S106 contributions from Redrow the developer of the Peel Centre. There has not been any additional cost for the Council arising from the SPD's production.

5.2.2 There are no anticipated implications in IT or sustainability in relation to the draft SPD.

5.3 Social Value

5.3.1 The Public Services (Social Value) Act 2012 requires people who commission public services to consider how they can also secure wider social, economic and environmental benefits.

5.3.2 The draft SPD has been subject to a Sustainability Appraisal which assesses the social, economic and environmental implications of the document

5.3.3 Social benefits will principally be secured through opportunities to increase housing delivery (including affordable housing).

5.3.4 Economic benefits will be delivered through the increased accessibility of Colindale Station making the regeneration area more attractive to inward investment as well as new residents.

5.3.5 Environmental benefits will be delivered through the re-allocation of roadspace, giving pedestrians and cyclists more priority, car-free development that helps reduce congestion and an enhanced public realm with greater planting that softens the existing hard landscape and improves air quality.

5.4 Legal and Constitutional References

5.4.2 Under the Council's Constitution, Article 7 (Committees, Forums, Working Groups and Partnerships), Item 7.5 (Responsibility for Functions) establishes through the Terms of Reference that the Policy and Resources Committee is responsible for Local Plans (except for matters reserved to Full Council).

5.4.2 Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012 set out requirements for SPD production.

5.5 Risk Management

5.5.1 The management of risk is undertaken on a continual basis and reported as part of the Council's Quarterly Performance regime and considered as part of the Performance and Contract Management Committee quarterly monitoring report. Risks are managed through the project boards and are reviewed and revised at board meetings.

- 5.5.2 A key risk to the Colindale Station SPD is an overwhelming negative reaction during the public consultation. To mitigate against this, in June 2018 meetings were arranged with ward members to set out the objectives behind the SPD. This was followed up by a community drop in session in July 2018 which enabled local residents to discuss the proposals with planners representing the Council. Details of how this engagement process has informed the Draft SPD are provided in the Consultation Statement. One major change has been the extension of the SPD red line boundary to include both sides of Colindale Avenue where it crosses over the Northern Line as well as the embankment to the north east of the Station. This extension of the red line boundary will enable a more coordinated and high-quality approach to the public realm improvements. In order to manage risk and ensure delivery of the proposals in the draft SPD the Council will set up a Colindale Avenue Working Group (comprising key local stakeholders) to take forward the proposals arising from the Colindale Station SPD.
- 5.5.3 Another risk is that redevelopment proposals for the Station and surrounding land come forward outside of the robust planning framework of the SPD to guide its consideration and determination. This can be mitigated by the Council, continuing to work pro-actively with stakeholders such as TfL to achieve the objectives set out in this draft SPD.

5.6 Equalities and Diversity

5.6.1 The Equalities and Diversity Act, 2010 outlines the provisions of the Public Sector Equalities Duty which requires Public Bodies to have due regard to the need to:-

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act, 2010;
- Advance equality of opportunity between people of different groups; and
- Foster good relations between people from different groups.

Relevant protected characteristics are: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

- 5.6.2 The draft SPD implements policy set out in the Local Plan Core Strategy which has been subject to an Equalities Impact Assessment (EqIA). Furthermore, the SPD itself is accompanied by an EqIA which has considered the impact of the draft SPD on the groups identified above and will be updated in the light of public consultation.
- 5.6.4 Drafting of the SPD has taken the terms of the Crime and Disorder Act 1998 into consideration and that the Metropolitan Police are key stakeholder in the consultation process. It is intended that the SPD will contribute to the prevention of crime and disorder. The SPD highlights Local Plan policies on Development Standards which cover designing out crime as well as our strategic planning policy on making Barnet a safer place.

5.7 Consultation and Engagement

- 5.7.1 It is proposed that in accordance with the Statement of Community Involvement a period of formal consultation on the draft Colindale Station SPD is undertaken over a 6 week period. Consultation and engagement will include publication of the draft SPD on the Engage Barnet website, Public Notice in local newspaper, notifications to key stakeholders and planning consultation database.

6 BACKGROUND PAPERS

- 6.1 Barnet Local Plan Core Strategy DPD, September 2012
- 6.2 Barnet Development Management Policies DPD, September 2012
- 6.3 Colindale Area Action Plan, March 2010
- 6.4 Draft Colindale Station SPD Scoping Report, July 2018
- 6.5 Draft Colindale Station SPD Sustainability Appraisal, October 2018
- 6.6 Draft Colindale Station SPD Equalities Impact Assessment, October 2018
- 6.7 Draft Colindale Station SPD Consultation Statement, October 2018