



Pentavia Retail Park, Mill Hill

Draft Planning Brief

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Introduction

Purpose of the Planning Brief

- 1.1 Surrounded by the A1 / A41, M1 and Midland Mainline, the former Pentavia Retail Park presents an opportunity to create a sustainable mixed use development on a physically constrained site of low environmental quality in an outmoded out of town centre location, reuniting the site with the surrounding residential area of Mill Hill.

Objectives for the Pentavia site

- 1.2 The objectives for the site are:

- a sustainable mixed use development, creating a new place where people will chose to live with a range of new affordable homes that contribute to housing choice;
- new employment space to serve the needs of modern businesses, in particular small to medium enterprises;
- new outdoor amenity space and landscaping of a quality that enhances this location on the edge of Mill Hill;
- new and ancillary small-scale 'non-destination' retail and leisure uses that serves the needs of the new development;
- new and ancillary community space, such as a nursery, that serves the needs of Colindale and Mill Hill;
- exemplary standards of sustainable design and environmental quality in order to mitigate and adapt to the effects of a changing climate as well as respond to the challenging environmental context of the location; and
- improvements to existing transport infrastructure and creation of new pedestrian and cycle links to Mill Hill Town Centre, Colindale, Mill Hill Park, Copthall and local transport nodes.

- 1.3 In order to deliver these objectives, the sustainable redevelopment of the Pentavia site presents a number of opportunities. These include:

- bringing this brownfield site back into a beneficial and more sustainable use through the removal of the existing out of centre retail park primarily accessible by car;

- new residential uses that contribute towards housing delivery and choice in Barnet;
- new commercial uses to serve the needs of SME businesses and community uses primarily to serve the needs of Colindale and Mill Hill;
- new green infrastructure that contributes to the amenity of residents as well as local biodiversity;
- a development of an innovative and exemplary design that helps to re-integrate the site with surrounding residential areas and screen it from the M1 and A1 / A41; and
- new pedestrian and cycle links that contribute to the re-integration of the site with Colindale and Mill Hill.

2 The Existing Site

- 2.1 The site is the former Pentavia Retail Park, as shown in Figures 1 and 2, which is in the Mill Hill ward to the north of the London Borough of Barnet. The 3.45 hectare site, see Figure 3, forms an island surrounded by major transport infrastructure and consists of a former out-of-town retail park with associated parking. The retail development comprised 9600 m² of A1 / A41-A3 floorspace.



Figure 1: Former Comet building



Figure 2: Existing TGI Friday

- 2.2 Consisting of large single buildings exhibiting a coarse grain of built form without an overarching urban structure, the retail park falls within the primary typology of a box development as set out in the Barnet Characterisation Study.
- 2.3 The retail buildings occupied the northern part of the site. Existing buildings are considered to be architecturally poor and do not contribute to the character and appearance of Mill Hill. The site is not subject to any other Local Plan designation, is not part of a conservation area and there are no listed buildings on site.

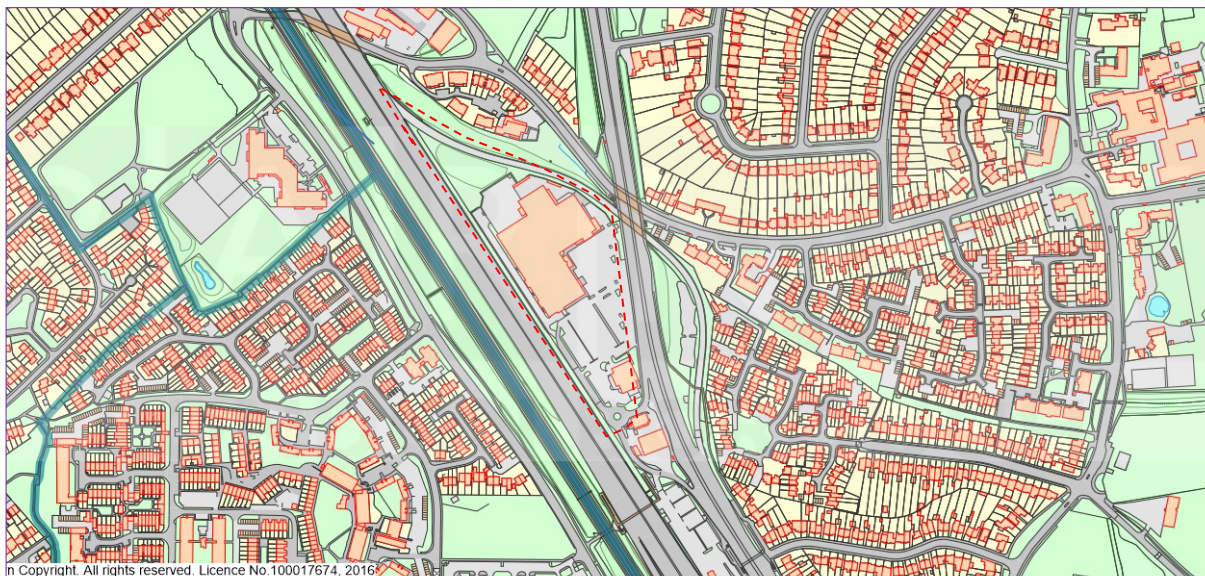


Figure 3: Existing site shown in red dashed line

Site History

2.4 The site has a short development history. The Pentavia Retail Park was built in the early 1990s following planning consent in 1988 for a scheme comprising non-food retail warehouses, a garden centre and petrol station. Prior to 1988 the site had been used as allotments and a sports ground as well as a construction site for the M1. The historical development of the site over the last 150 years is shown in Figures 4, 5, 6 and 7. The isolation of the Pentavia site was clearly the product of the development of the A1 / A41 and M1.

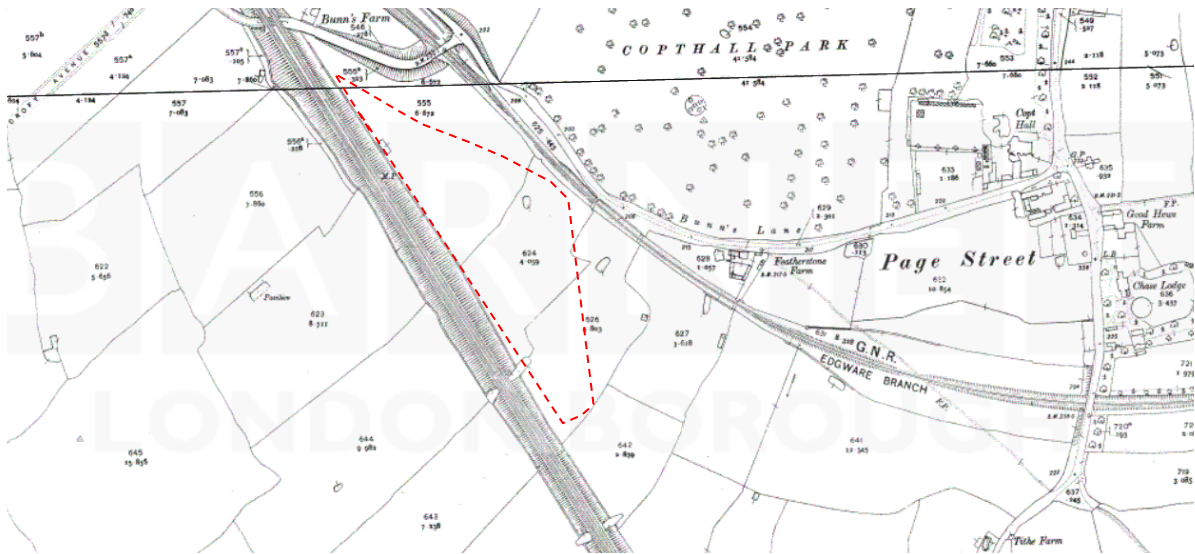


Figure 4: Map showing site between 1865-1894, before construction of A1 / A41

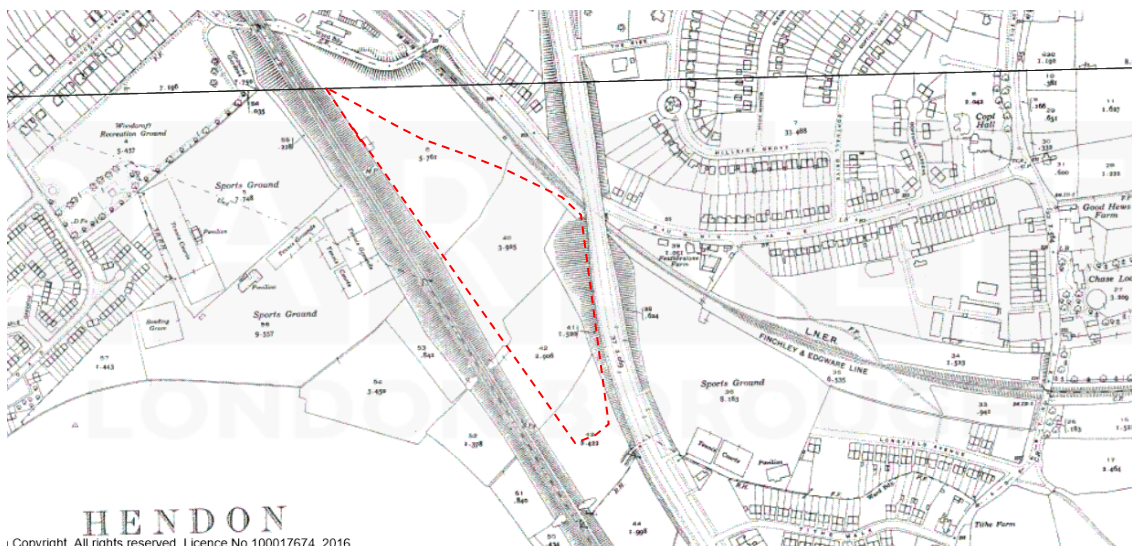


Figure 5: Map showing agricultural uses from 1932-1941

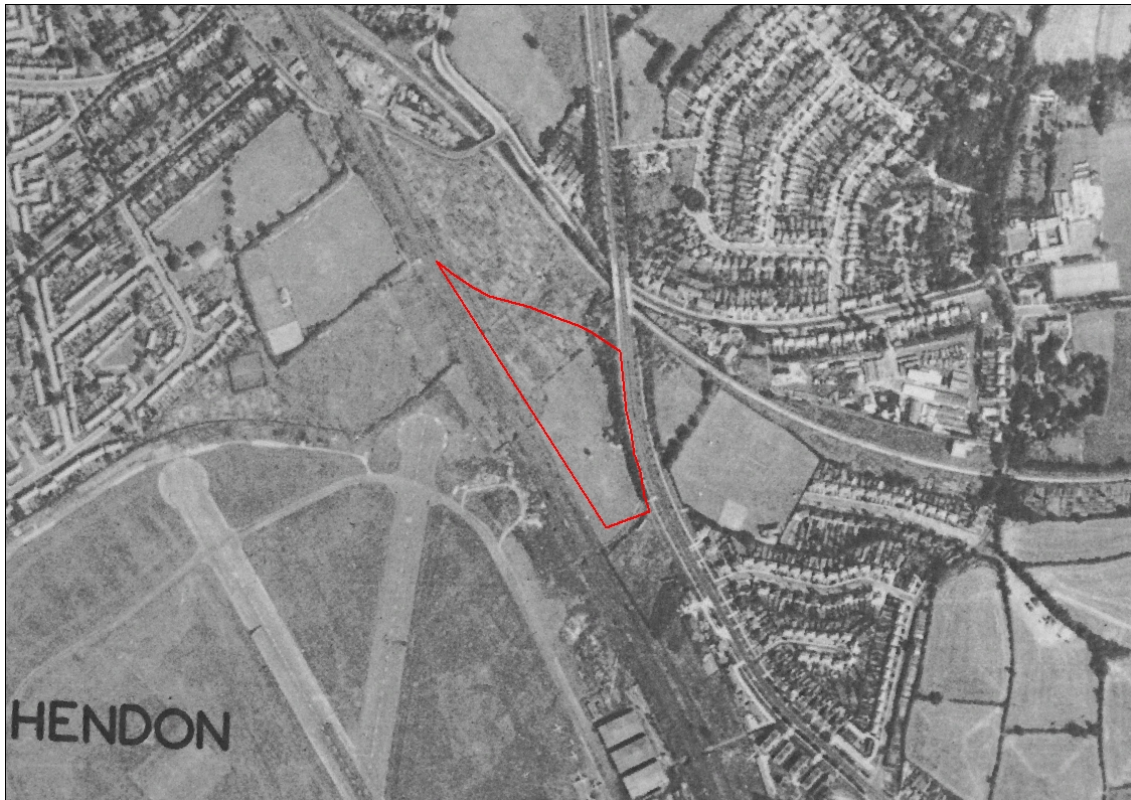


Figure 6: Aerial photograph 1945

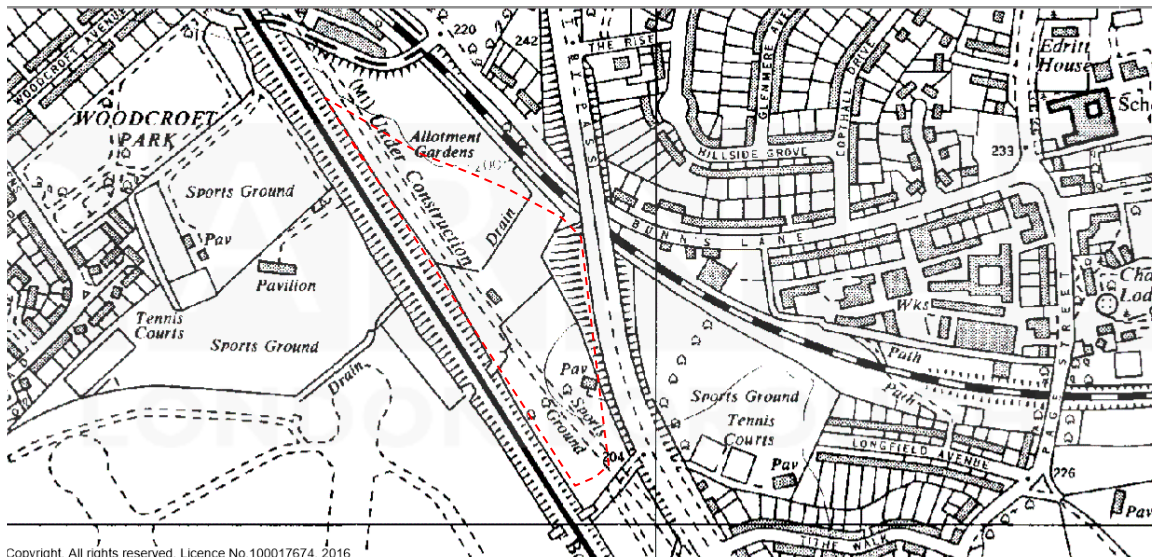


Figure 7: Map show site between 1958-1968 with allotment and sports uses

2.5 Like many out of town centre retail parks in London, the Pentavia site became outmoded as national planning policy and investment has been directed towards the renewal of town centres, focusing on making such centres of historic trade more vibrant and vital places which are accessible by a range of sustainable transport

modes. With an emphasis on car trips combined with constraints linked to the access to and from the A1 / A41, the Pentavia Retail Park is considered to have failed as a modern and sustainable development. Up until 2015 the site had been occupied by major national retailers including Homebase, Comet and Argos (Use Class A1 / A41). Since September 2015 the site has been temporarily occupied by Kosher Outlet Store. The TGI Friday restaurant (Use Class A3) remains open.

Built Character of the Surrounding Area

- 2.6 The former retail park site is adjoined by A1 / A41 to the east and the M1 to the west.
- 2.7 To the north west of the Pentavia site are Bunns Lane and the route of the former rail link between Mill Hill East and Edgware. Between Pentavia and Bunns Lane there is a new 34 unit residential development, Churchill Place, which was approved in 2013 (planning reference H/02796/11) and completed in 2016. The impact on this new adjoining residential area will be a key consideration in determining the acceptability of proposals for the site subject to this Planning Brief.
- 2.8 Further to the north of Bunns Lane are the Mill Hill Industrial Estate and Bunns Lane Works. Both of these sites are designated as Locally Significant Industrial Sites in the Local Plan.
- 2.9 Mill Hill Town Centre is 0.8 miles from Pentavia (about 16 minutes walk). The residential areas to the west of the site consist of two storey houses. To the south west (about 300 metres away) is the Watling Estate Conservation Area which typically consists of rows of two storey terraced dwellings or pairs of semi-detached properties with pitched roofs. Residential also characterises the east of the site with several blocks of flats of three to four storeys. To the south there is a BP petrol station and a car dealership West Way Nissan at 517 Watford Way showroom, together with slip roads connected to the A1 / A41/A41. This narrow neck of land is closest to the M1 and A1 / A41/A41.

3 Planning Policy Framework

- 3.1 The Barnet statutory development plan is the 2012 Local Plan Core Strategy and Development Management Policies, alongside the 2016 London Plan (consolidated with alterations since 2011) which was published in March 2016. Regard has to be had to the National Planning Policy Framework (NPPF) in decision making.
- 3.2 The site is within the Mill Hill Neighbourhood Plan Area. The Mill Hill Neighbourhood Forum is in the early stages of producing a Neighbourhood Plan. The emerging Mill Hill Neighbourhood Plan will, subject to adoption eventually form part of Barnet's development plan. Should this be in place when an application is considered it will be a material consideration.
- 3.3 Rather than repeat policies as part of the Brief a Planning Policy Matrix has been produced to highlight the main planning issues for consideration and enable cross-reference to relevant parts of the Local Plan, London Plan and the National Planning Policy Framework (NPPF). The Matrix is set out in **Appendix 1**. The key policy issues relevant to the site are housing, employment, transport, design, environmental quality and community uses. These are summarised below.

National Planning Policy Framework (NPPF)

- 3.4 The NPPF sets down the Government's planning policies for England and how they expect these to be applied to all forms of development. There is a presumption in favour of sustainable development which will be achieved if development is in line with the NPPF policies and objectives.
- 3.5 Paragraph 58 sets out the following aims for the design requirements for development that will:
- function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
 - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
 - create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
 - be visually attractive as a result of good architecture and appropriate landscaping.

- 3.6 The NPPF states at paragraph 59 that design policies should avoid unnecessary prescription or detail and should not attempt to impose architectural styles or particular tastes.

London Plan 2016

Residential Uses

- 3.7 **Policy 3.5 Quality and Design of Housing Developments** requires that housing developments should be of the highest quality internally, externally and in relation to their context and the wider environment. The design of all new housing developments should enhance the quality of local places, taking into account physical context; local character; density; tenure and land use mix; and relationships with, and provision of, public, communal and open spaces, addressing in particular the needs of children and older people.

- 3.8 **Policy 3.8 Housing Choice** also requires that new developments offer a range of housing choices, in terms of the mix of housing sizes and types, taking account of the housing requirements of different groups and the changing roles of different sectors in meeting these. The 2016 London Plan specifically highlights in Policy 3.8 that the planning system should provide positive and practical support to sustain the contribution of the Private Rented Sector (PRS) in addressing housing needs and increasing housing delivery.

Open Space

- 3.9 **Policy 3.6 Children and Young People's Play and Infant Recreation Facilities** requires that all children and young people have safe access to good quality, well-designed, secure and stimulating play and informal recreation provision, incorporating trees and greenery wherever possible. The quantum is dependent on the final mix of unit sizes; further detail is contained in the Barnet Local Plan Development Management Policies and Barnet Planning Obligations SPD.

Economic Uses

- 3.10 **Policy 2.7 Outer London: Economy** supports consolidating and developing the strengths of outer London's office market through mixed use redevelopment and encouraging new provision in competitive locations.
- 3.11 **Policy 4.1 Developing London's Economy** states that the Mayor will promote and enable the continued development of a strong and increasingly diverse economy across all parts of London, ensuring the availability of sufficient and suitable workspaces including suitable environments for small and medium sized enterprises.
- 3.12 **Policy 4.7 Retail and Town Centre Development** highlights that boroughs should firmly resist inappropriate out of centre development and manage existing out of

centre retail and leisure development in line with the sequential approach, seeking to reduce car dependency, improve public transport, cycling and walking access and promote more sustainable forms of development.

- 3.13 **Policy 4.10 New and Emerging Economic Sectors** encourages boroughs to work with developers to ensure availability of a range of workspaces, including start-up space, co-working space and 'grow-on' space.

Barnet's Local Plan Policies

Residential Uses

- 3.14 **Policy CS4: Providing quality homes and housing choice in Barnet** seeks to ensure a mix of housing products in the affordable and market sectors to provide choice for all households. New developments should provide a range of dwelling sizes and types of housing including family homes which does not undermine suburban character or local distinctiveness. Affordable Housing should be provided in line with the Council's strategic borough-wide target of 40% provision, subject to viability, for all new homes with a tenure mix of 60% social rented and 40% intermediate. In accordance with the London Plan, affordable housing should normally be provided on-site. In exceptional cases where it can be demonstrated robustly that this is not appropriate, it may be provided off-site.
- 3.15 Any affordable housing proposal which does not meet the Council's policy will need to be supported by a Viability Assessment. The Council expects the developer to enter into dialogue regarding the proposed level of affordable housing to be provided prior to the submission of a planning application and after the Council has been supplied with sufficient detail of the proposed scheme so that it can carry out its own assessment. This will help agree the assumptions to be included in a viability assessment reach an early agreement on the level of provision and avoid a protracted S106 negotiation.
- 3.16 **Policy DM08: Ensuring a variety of sizes of new homes to meet housing need** recognises that the development should include a mix of residential units. Maintaining and increasing the supply of family housing is a priority in Barnet. Barnet's Housing Strategy 2015 recognises the market's pre-disposition to provide 1 and 2 bedroom units, and maintains the priority for family homes across all tenures.
- 3.17 **Policy CS5: Protecting and enhancing Barnet's character to create high quality places** means that the Council seeks to ensure development in Barnet respects local context and distinctive local character creating places and buildings of high quality design. All development should maximise the opportunity for community diversity, inclusion and cohesion and should contribute to people's sense of place, safety and security.

- 3.18 Given the proximity of the Watling Estate Conservation Area and potential for visual impact in relation to Mill Hill Conservation Area, we highlight the requirement of Policy CS5 that we will require proposals within or affecting the setting of heritage assets to provide a site assessment which demonstrates how the proposal will respect and enhance the asset.
- 3.19 Policy CS5 identifies eight strategic locations in the Borough where Tall Buildings (8 storeys (or 26 metres) or more) may be appropriate. Pentavia Retail Park is not one of these locations.

Town Centre Uses

- 3.20 National guidance defines the main town centre uses. This definition includes retail development, leisure, entertainment facilities such as cinemas, restaurants, pubs, offices and theatres, museums and hotels.
- 3.21 Town centre first has been firmly established as national planning policy for more than 20 years. On this basis Local Plan policies are clear in demonstrating which uses are more appropriately located in Barnet's town centres.
- 3.22 Pentavia has not been successful as an out of centre retail park and the Council's objective remains to promote its network of town centres. It therefore does not support any enhancement of this out of centre location in terms of uses such as retail and leisure that make the development a destination.
- 3.23 Mill Hill town centre is one of Barnet's district centres and given moderate levels of demand for retail, leisure or office floorspace combined with transport capacity is considered to have medium growth potential according to the London Plan.
- 3.24 **Policy CS6: Promoting Barnet's Town Centres** states that we will promote successful and vibrant centres throughout Barnet to serve the needs of residents, workers and visitors and ensure that new development is of an appropriate scale and character for the centre in which it is located;
- 3.25 **Policy DM11: Development principles for Barnet's town centres** states significant new retail and other appropriate town centre uses outside the town centres or any expansion of existing out of centre sites will be strongly resisted unless they can meet the sequential approach and tests set out in the NPPF or are identified in an adopted Area Action Plan. Edge of centre proposals will not normally be appropriate and therefore should demonstrate why they are not locating in a town centre site. Appropriate mixed use re-development will be expected to provide re-provision of employment use, residential and community use.

Employment Uses

- 3.26 **Policy CS8: Promoting a strong and prosperous Barnet** states that we will support businesses by encouraging development that improves the quality of existing

employment provision. CS8 also highlights that in order to support small to medium sized enterprises new employment provision should include a range of unit sizes and types such as affordable and flexible workspaces and home working hubs. This policy also states that we will require major developments to provide financial contributions to and deliver employment and training initiatives. Further details are set out in the Supplementary Planning Document on Delivering Skills, Employment, Enterprise and Training (SEET) from Development through S106.

4 Constraints

4.1 The following constraints will need to be addressed in any future development:

- Levels
- Mill Hill and Watling Estate Conservation Areas
- Site permeability and accessibility
- Environmental Factors

4.2 A Constraints Plan is set out at para 4.12.

Levels

4.3 The extent of level changes across the site is currently not known. Topographical or cross sectional drawings/surveys will therefore need to be provided in the event of an application. Observations of the site indicate that there are no significant level changes on the site itself. However, there are significant level differences between the site and surrounding areas. This is particularly significant at the northern boundary close to which lies Churchill Place; and the western boundary towards Grahame Park Way.

4.4 These level changes may have an impact on any new development achievable within the site, which will need to be addressed with any redevelopment proposal especially in terms of privacy and overlooking.

Mill Hill and Watling Estate Conservation Areas (adjoining building scale)

4.5 The Mill Hill Conservation Area sits atop Mill Hill extending round to Holcombe Hill and Highwood Hill. Although Pentavia does not fall within this Conservation Area, there is an impact in terms of views from the Conservation Area (see Mill Hill Conservation Area Character Appraisal, April 2008) which is on higher ground. Pentavia is in a location surrounded by low rise suburban housing. Relevant viewpoints include the view from Mill Field, a public open space located within the Conservation Area together with the view from St Joseph's Missionary College that sits on the adjacent hillside. In both cases Pentavia Retail Park lies to the south and any denser form of development would act as a dominant impression on the skyline from these locations.



Figure 8: View of the site from Mill Hill field

- 4.6 The Watling Estate Conservation Area is located within 300 metres of the Pentavia Retail Park. This Conservation Area is characterised by small scale two storey properties, which form pairs of semi-detached properties or rows of terraces. The proximity to the Watling Estate Conservation Area boundary coupled with the elevated nature of the site means that there is potential for any proposed development to impact on the setting of this Conservation Area. Any proposed development will therefore need to have due regard to character and appearance (see Watling Estate Conservation Area Character Appraisal, July 2007) and must not have a harmful impact on views of the Watling Estate and its setting.

Site Permeability and Accessibility

- 4.7 At present there is only one vehicular entrance to the site from the A1 / A41 Watford Way. As the A1 / A41 is a dual carriage way, this entrance is one way in, one way out. The exit is northbound only, and in order for vehicles leaving the site to travel in a southerly direction, they have to turn right at the junction at Mill Hill Broadway. This access arrangement presents a significant obstacle to the redevelopment of the site and the improvement of public transport accessibility for the site.
- 4.8 In terms of pedestrian access the only opportunity for pedestrians to cross the southbound carriageway of the A1 / A41 is either the four flights of stairs (two down and two up again) via Bunns Lane (see Figure 10) or to go via the subway adjacent to the West Way Nissan car dealership (also multiple flights of stairs).

- 4.9 To the southwest there is a pedestrian bridge (see Figure 9) which crosses over the M1 and then goes underneath the Midland Mainline via a pedestrian tunnel providing a connection to the former site of Barnet College. This pedestrian bridge has step and ramp access potentially making it suitable for bicycles.



Figure 9: Pedestrian bridge over M1



Figure 10: External stairs connecting Watford Way to Bunns Lane

Environmental Factors

- 4.10 Due to the site's proximity to the M1, A1 / A41 and Midland Mainline, the site is exposed to poor air quality, high levels of particulate and severe acoustic problems. Measurements taken on site show that National Air Quality Objectives for Nitrogen Dioxide and Particulate Matter (PM10) are exceeded.
- 4.11 Detailed mapping of particulates across the site will be required due to its constrained nature between transport corridors. Furthermore, an on-site assessment will be required to identify if more permanent measuring systems and controls to limit health risks are required in order to ensure proposed uses support improvement of health and wellbeing as envisioned within the Council's Health and Wellbeing Strategy.

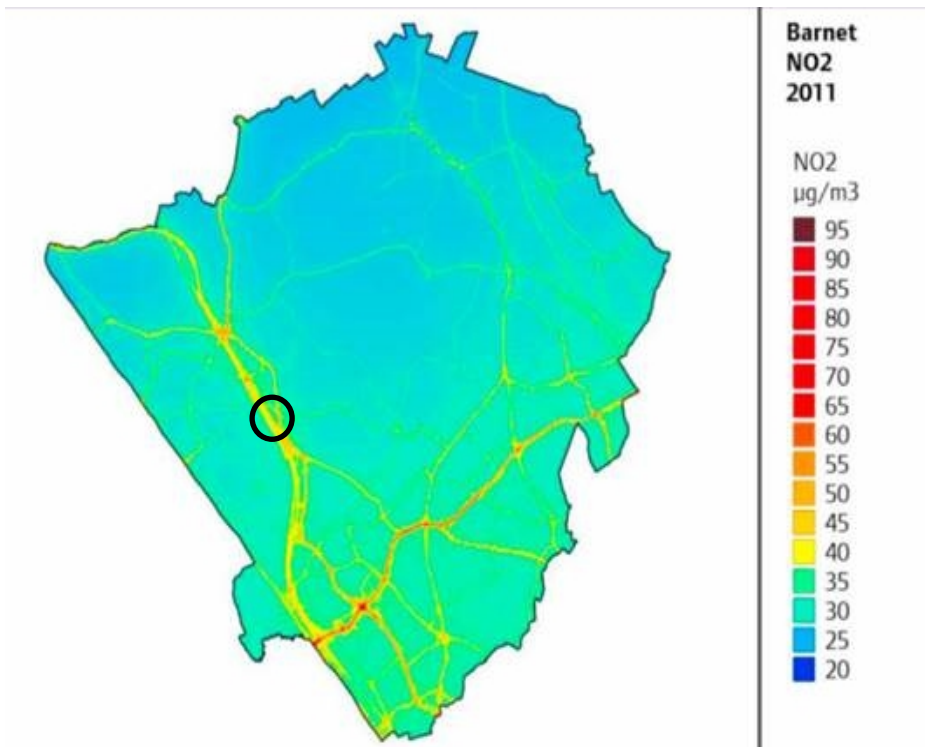


Figure 11: NO₂ emissions within Barnet (Pentavia site circled)

Constraints Plan

4.12 The main constraints are shown on the below plan:



Figure 12: Site Constraints

5 Relationship with Surrounding Area

Adjoining Sites

- 5.1 Due to adjoining strategic transport infrastructure that acts more as a barrier than a connection for the site, the site itself only directly borders other forms of development to the north and south.
- 5.2 The only residential area bordering this site is the new development at Churchill Place. Churchill Place directly adjoins the M1 and Midland Mainline and has environmental issues from being exposed to noise and air pollution. However, Churchill Place also benefits from its location bordering Bunns Lane with Mil Hill Park directly opposite and the disused railway line woodland buffer to the rear sitting between the residential properties and the Pentavia Retail Park.
- 5.3 Individual residential properties on this site have been protected from the transport corridors through the installation of sound proof walling, which runs along the western boundary. As outlined above, the Churchill Place development is downslope of the site. Topographical / cross sectional drawings will need to be submitted for the Pentavia site in order to ascertain the extent of the level change.
- 5.4 Bunns Lane provides the closest route from the site to the nearest local town centre, Mill Hill. The only link between the Pentavia site and Bunns Lane is a set of pedestrian stairs which lies to the north of the site accessed via Watford Way. Access improvements in and around this location would be essential to enabling any residential development to be considered within the site instead of the current limit to such development defined by Churchill Place.



Figure 13: Churchill Place properties fronting Bunns Lane

- 5.5 To the east of the site is the A1 / A41 dual carriageway; beyond this road is a disused exit ramp from the M1 that formerly enabled direct connection from the M1 into the A41 at this location. Adjacent to this are low rise houses that are screened from the A1 / A41 and Pentavia by existing mature trees. These properties would be sensitive to matters of building height and massing.
- 5.6 To the south are the West Way Nissan dealership and the BP petrol station. These sites are squeezed between the transport corridors as they gradually come together at Junction 2 of the M1. The considerations associated with these corridors become increasingly significant as one travels from north to south through the site.



Figure 14: West Way Nissan dealership – 517 Watford Way

- 5.7 Around 100 metres to the west of Pentavia is Grahame Park Way which consists of two storey terraced and semi-detached houses together with public open space at Woodcroft Park. This area falls within the Colindale Regeneration Area identified as an Opportunity Area in the London Plan and subject to the Colindale Area Action Plan adopted in 2010. Colindale is expected to deliver a minimum of 12,500 new homes before 2031. The area of Grahame Park Way closest to Pentavia is not identified as a development site in the Area Action Plan. However it is adjacent to the Grahame Park Way Corridor of Change which focuses on the regeneration of the Grahame Park Estate and the site at Barnet College. Further detail on the master planning of the Grahame Park Estate is set out in the Grahame Park Supplementary Planning Document adopted in May 2016. The relationship with Grahame Park is another key consideration for any future development of Pentavia.
- 5.8 There appears to be significant level changes between the site and Grahame Park Way. This requires further investigation. It is, however, anticipated that this area of low rise residential housing may be affected by any future development on the Pentavia site. Again careful consideration will need to be given to building height and mass as well as set back distances at this boundary.

Connectivity

- 5.9 The Pentavia site has a PTAL rating of 1b. There is a bus stop directly outside the site on the A1 / A41 Watford Way which serves routes 113 and N113. These buses serve Mill Hill and Hendon on a route that runs from Edgware to Trafalgar Square at a frequency of every 6-11 minutes during peak times. A key consideration for any future development is making effective use of this bus route improving the poor connectivity from the site to the bus stops along the northbound and southbound carriageways of Watford Way. The bus stop at Bunns Hill Bridge serving destinations to the south including Hendon is closer to the Pentavia site than the northbound bus stops serving Mill Hill and Edgware.
- 5.10 The other accessible bus route is the 221 that runs along Bunns Lane. This route serves both Mill Hill Broadway and Mill Hill East stations with a frequency of every 4-6 minutes during peak times. The lack of direct access to Bunns Lane and the 221 bus service needs to be considered in any future proposal for the Pentavia site. Even with improvements to accessibility, the variation across the site is likely to be significant in defining the approach to layout and the nature of any proposed development.
- 5.11 The nearest rail station is Mill Hill Broadway which is 0.9 miles from the site when accessed by the external stairs to the north of the site (17 minutes' walk). The nearest underground station is Colindale a distance of 1.3 miles which is accessed via the footbridge over the M1 and pedestrian tunnel under the Midland Mainline, followed by a 15 minute walk along Grahame Park Way and Colindale Avenue.
- 5.12 Due to the low PTAL rating combined with difficult pedestrian and cycling linkages any future development will need to both improve these access routes and also provide suitable car parking that complies with the Council's parking standards as outlined in Policy DM17 Travel Impact and Parking Standards. The Policy requires:
- i. 2 to 1.5 spaces per unit for detached and semi-detached houses and flats (4 or more bedrooms);*
 - ii. 1.5 to 1 spaces per unit for terraced houses and flats (2 to 3 bedrooms); and*
 - iii. 1 to less than 1 space per unit for development consisting mainly of flats (1 bedroom)*
- 5.13 The area is already dominated by adjacent vehicle corridors, therefore the impact of parking on internal streetscape within the site should be minimised to ensure a high quality of environment and landscaping. We recommend strong consideration is given to the use of basement parking.

6 Approaches to Redevelopment

Land use

- 6.1 This is a site largely surrounded by barriers in the form of major transport routes which limit permeability and accessibility. Due to these restrictions, careful consideration must be given regarding appropriate uses for any future development to ensure that they do not result in a level of movement into and out of the site which has a detrimental impact on surrounding road networks.
- 6.2 Although there have been no previous residential uses on this site, there are residential areas to the north, east and west of the site. Residential use as part of a mixed use development is considered appropriate for the site. The Council recognises that as housing need increases new innovative and non-conventional housing products will come forward. Given the environmental constraints of this location the Council will consider well-designed, high quality products which help to widen housing choice. We will support such products on the basis that they:
- demonstrate how they meet identified housing needs and contribute to the delivery of mixed and balanced communities;
 - contribute to the maximum reasonable amount of affordable housing in line with Local Plan and London Plan policies;
 - comply with Housing Act standards and requirements;
 - demonstrate effective management arrangements, lettings policies and support services for occupiers;
 - do not have a negative impact on surrounding neighbourhoods and
 - are not converted to student accommodation, HMO, hotel or temporary homeless accommodation without planning consent.
- 6.3 Flexible business uses as part of a mixed use scheme would be appropriate. Any future development would need to provide a range of unit sizes and tenures to meet a variety of business needs.
- 6.4 The Council will expect new business space to be delivered in a specific part of the site. The narrowest part of the site which is closest to the A1 / A41 and M1 would be an appropriate location for new business accommodation (see Figure 12). The Council will support provision of a range of new business spaces that are both flexible and affordable, providing the conditions for start-ups to grow and to enable existing small to medium enterprises to prosper.
- 6.5 The scale of development also triggers a requirement to manage development related job opportunities. The Council will use a Local Employment Agreement (LEA) to manage such opportunities. A LEA sets out the skills, employment and training opportunities to be delivered from development and must include all employment

opportunities generated by construction as well as the end use where the development creates more than 20 FTE (full time employee) jobs.

(i) Impact on transport corridors and access

6.6 It is important that future uses do not result in a level of vehicular movement into and out of the site which has a detrimental impact on surrounding road networks, particularly where they are already congested at peak times.

6.6 The introduction of residential land uses would be subject to demonstrating the ability to provide suitable accessibility for future residents through the creation of new and improved vehicular and transport connections, alongside improvements to cycling and pedestrian access and choice.

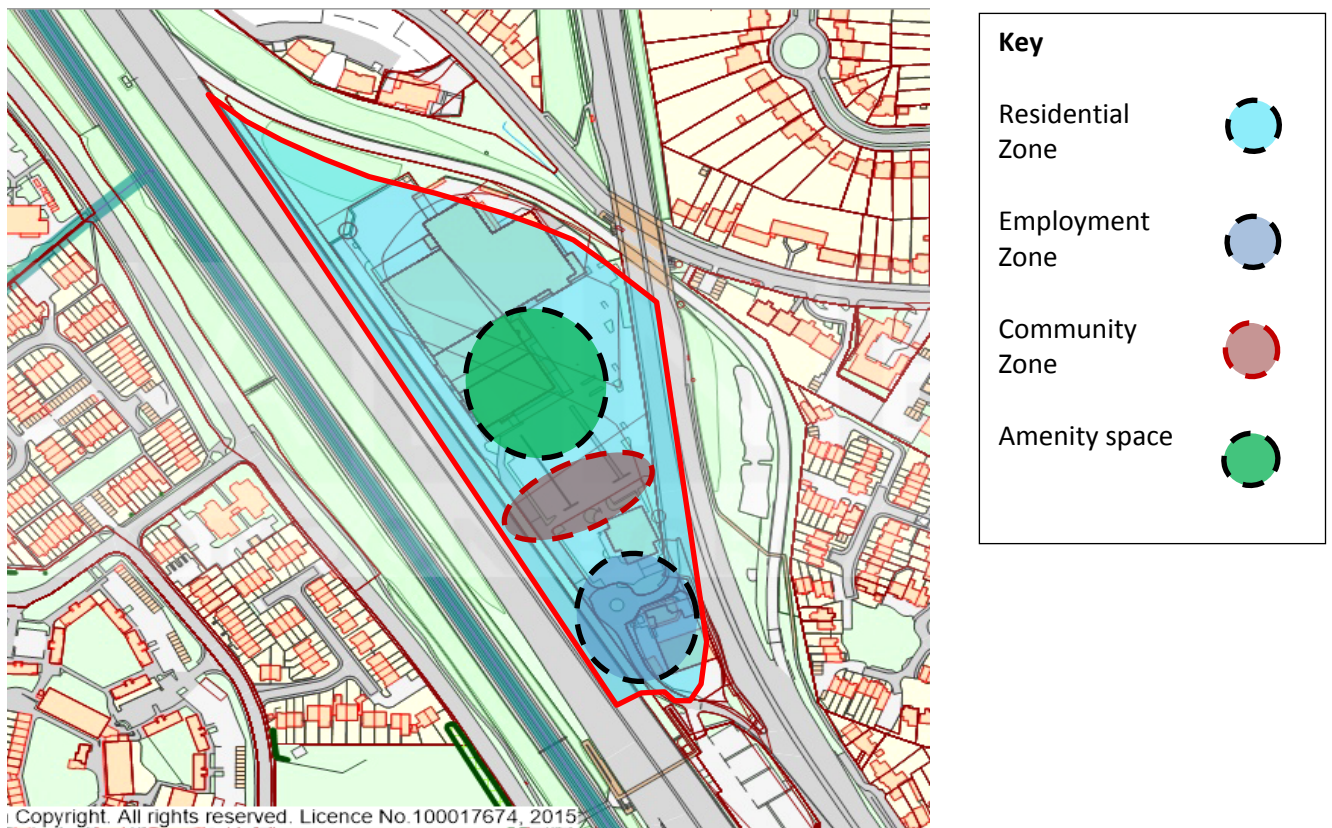


Figure 15: Zoning Map

(ii) Suitability of the environmental context

- 6.7 The suitability of different land uses within the site is highly influenced by the environmental constraints highlighted earlier. Suitability for any residential use is a key consideration. Proven mitigation measures and controls need to be in place to give certainty that the environmental issues resulting from the adjoining transport routes and poor permeability will not affect the health and wellbeing of residents and employees. The Council's Joint Strategic Needs Assessment and Strategy identifies that the cost of health services for individuals and their life expectancy are strongly related to the broad environmental context in which they live.
- 6.8 If residential development is to be provided on site, this will need to be as part of a mixed use development. It is important that, in order to comply with the objectives of the National Planning Policy Framework (NPPF) which seeks sustainable, inclusive and mixed communities, the new residential properties should be supported by a range of on-site community and retail uses. These uses should be ancillary to the residential elements of the mixed use development and not form a destination in themselves.

(iii) Designing for a changing economy

- 6.9 Flexible business uses as part of a mixed use scheme would be appropriate. Any future development would need to provide a range of unit sizes and tenures to meet a variety of business needs.
- 6.10 The Council will expect new business space to be designed in order to provide larger spaces that can be easily sub-divided, changed and re-used in a variety of ways over time to adjust to the changing nature of business within the wider economy. Affordable workshop spaces are particularly sought after within the local economy; but whatever provision is proposed it should consider the importance of a balance of suitable internal and external spaces, quality ventilation arrangements and arrangements such as loading areas and parking.
- 6.11 The site is not located within a town centre and therefore the business uses should be appropriate to the lower public transport accessibility of the site.

Urban Form and Character

(i) Responding to the local built form and skyline

- 6.12 The current form of development on site consists of low rise, warehouse style buildings with large footprints (8200 m²). As the site is separated from surrounding built environments by major transport infrastructure, there is an opportunity to create a distinctive built form which can help to inform and instruct the 'place making' essential for any residential development.

- 6.13 Local Plan policies CS5 and DM6 set out the Council's approach to managing tall buildings in Barnet. There is a clear direction that they should be restricted to strategic locations within the Borough. As this site is not within a strategic location, tall buildings of 8 storeys or more in height will not be supported.
- 6.14 Any development proposals for Pentavia should demonstrate successful integration into the existing urban fabric and have regard to topography and no adverse impact on Local Viewing Corridors identified in Map 8 of the Local Plan Core Strategy, local views and the skyline. 'Viewing Corridor A' passes close to the site and therefore the impact of proposed development on the context of this view and adjacent views will be given particular attention.
- 6.15 Density should have regard to Table 3.2 of the London Plan, which guides density in terms of the surrounding character of the area, and access to public transport.
- 6.16 The proximity of the site to low rise residential areas of Grahame Park Way to the west, Bunns Lane to the north and Mill Hill to the east, entails that the height of any new build should not have a detrimental impact on these neighbouring properties in terms of overbearing and overshadowing.
- 6.17 As the site is highly visible from these locations as well as the Watling Estate and Mill Hill Conservation Areas, the appearance of the development in terms of height, mass and bulk of any new buildings will require careful consideration so as not to appear excessively dominant within this low rise landscape.
- 6.18 Particular consideration will need to be given to visible elevations, as the appearance of untreated walls will be detrimental to the views. The treatment of visible elevations should utilize modern building techniques in order to make any visible proposed structures more pleasing to the eye whilst ensuring overall legibility of the views from all adjacent areas.
- 6.19 Any development proposals should further account for roofline interest, by varying the height of structures in the appropriate places. This should stem from detailed massing and view studies of the proposed buildings. A monotonous roofline motif will have a detrimental impact on surrounding areas. However some roofline interest might frame the sky exposure of views from adjacent areas and make any structures less overbearing.

(ii) Responding to the environmental context

- 6.20 If the site is to be occupied by residential uses, appropriate mitigation measures will need to be installed to ensure that future residents are not exposed to detrimental levels of noise and air pollution. The Council's Environmental Health department will assess the proposed mitigation measures. Mitigation measures will need to be designed into the development to ensure that residential units are not exposed to noise levels exceeding 55db or poor air quality.
- 6.21 As well as consideration of external mitigation measures such as noise barriers, building design techniques and green buffers, the design of the scheme will need to be considered carefully to determine if the built structures proposed can in fact provide sufficient mitigation to overcome the environmental problems and provide satisfactory screening to noise and air pollution.
- 6.22 The internal layout of units will also need to be carefully considered to ensure that main habitable rooms are not exposed to more sensitive locations and single aspect units do not face onto transport infrastructure.

7 Details to be considered

Privacy and overlooking

- 7.1 Any proposed development should respond to nearby residential properties in terms of their height and proximity to adjoining boundaries with a view to avoiding loss of privacy. In new residential development there should be a minimum distance of 21 metres between properties with facing windows to habitable rooms to avoid overlooking, and 10.5 metres to a neighbouring garden.

Outdoor Amenity Space

- 7.2 Provision of outdoor amenity space is vital in Barnet and is a key consideration for new residential developments. Gardens/outdoor amenity spaces make a significant contribution to local character, specifically towards biodiversity, tranquillity, amenity, setting and sense of space.
- 7.3 Any proposed development will need to meet the minimum outdoor amenity space standards as outlined in Barnet Council's Sustainable Design and Construction SPD. The location of this amenity space, within the site, will need to be carefully considered in terms of the surrounding uses to ensure that proposed amenity space provides appropriate space for residents as well as employees. Private gardens should not be overlooked and all amenity space must be sheltered from surrounding major forms of transport infrastructure to provide suitable spaces.
- 7.4 The incorporation of high quality soft landscaping into the proposed street scene will be important to ensure visual interest and seasonal diversity of any new development. A key part of this will be the introduction of trees to the site; with particular attention being given to their location, function, and sufficient maturity and variety of ages to ensure the benefits are experienced early in the life of the development. Soft landscaping will be important to provide relief and privacy screening. Particular attention should be paid to the boundaries between the site and the adjoining Bunns Lane development as this will impact on both the development and the quality of life for those existing residents.
- 7.5 It is recognised that in order to ensure a high quality redevelopment is delivered that secures an excellent quality of streetscape; the soft landscaping, refuse and parking measures will all need to be considered in detail at the planning application stage rather than being dealt with through a condition. This is essential to enable assessment of the capability of these features to support the objectives of the scheme as a whole; and thus the suitability of the overall scheme design.

Building heights and bulk

- 7.6 As noted the site is separated from other adjoining residential areas by major transport infrastructure and therefore there is the opportunity to construct a distinctive built form that utilises modern building techniques to mitigate constraints and deliver an efficient and flexible form of development for the site.
- 7.7 However, as this site is elevated above the surrounding area, it is visible from a number of locations including Mill Hill Village and the Watling Estate, as well as a number of parks and recreation areas. For this reason, any proposed redevelopment incorporating blocks of 4 to 7 storeys is likely to be quite visible. The design must not appear overbearing on the Barnet skyline nor to adjoining residential areas and as noted previous must give full and due consideration.
- 7.8 Lastly, it will be important to bear in mind the nearby context of the Mill Hill Observatory run by the University of London. By ensuring appropriate built form (height and massing) any development should avoid artificial light impacting on the operation of the observatory due to the direct line of sight across Mill Hill Park.



Figure 16: Location of Mill Hill Observatory

Access and Connectivity

- 7.9 The current site has poor permeability and accessibility due to the boundary effects of surrounding major road transport infrastructure (M1 and A1 / A41), with a single left-in left-out access via the A1 / A41 Watford Way northbound carriageway, which is part of the Transport for London road network (TLRN).
- 7.10 Access to the site for traffic travelling southbound on the A1 / A41 requires vehicles to undertake a legal U-turn manoeuvre at Fiveways Corner; 1.8km south of the site whilst traffic egressing the site and heading south are required to use the roundabout at Mill Hill Circus to return in the opposite direction; 2.5km north of the site. In both directions the junctions can become heavily congested at peak times. Therefore the additional traffic movements from proposed new uses for the site need to be carefully considered and might become a constraint on the scale of development.
- 7.11 Pedestrian access to the site is also constrained, only being possible from the east via the existing A1 / A41 footway and the west via a pedestrian bridge over the M1 and then a subway under the Midland Mainline. Facilities for cyclists are also limited, although there is an off-road cycle route along the east side of the A1 / A41 which extends south to Hendon and on to Brent Cross (accessed from the site via a subway, so cyclists would be required to dismount). Grahame Park Way that runs parallel to the M1 is also signed for cyclists; this route can be accessed via the subway and footbridge, however cyclists are required to dismount as cycling is not permitted in the subway and on the footbridge.
- 7.12 The Pentavia site has a low PTAL rating of between 1a (very poor) and 3 (Moderate), with the majority of the location being 1b (very poor). The nearest railway station is Mill Hill Broadway which is 960m from the site and is served by Thameslink services. The typical daytime service from the station is four trains per hour to central London, Wimbledon and Sutton, of which two terminate at St Albans and two at Luton. The nearest underground stations are Colindale, Burnt Oak and Mill Hill East, all on the Northern line. Bus routes 113 and 221 provide reasonably frequent services as discussed earlier. However innovative solutions need to be found to provide better access to these and other bus routes; ensuring high quality sustainable transport connections, including continuous, safe and accessible pedestrian and cycle links are essential.
- 7.13 Improving linkages to existing and potentially new public transport services and facilities, as well as other key local centres and amenities, will be critical for the redevelopment of this site. In effect, direct and safe links that provide accessibility to all should be provided to adjacent bus stops, local primary / secondary schools, Mill Hill Broadway Town Centre, Mill Hill Broadway Station and one or both of the nearest Underground Stations. In addition to infrastructure measures it is envisaged that a

range of sustainable transport proposals, including the introduction of car clubs and other travel plan incentives for the site, will need to be implemented.

- 7.14 The primary vehicular access to this site for entry is expected to continue to be via the A1 / A41 Watford Way. However, there is an opportunity to provide better pedestrian and cycle access to and from the site by creating a new link to Bunns Lane. Due to existing traffic congestion on Bunns Lane any new vehicular connection between the development and this road will need to demonstrate it can be safely accommodated and have nil detriment on the connections in both directions.
- 7.15 A full Transport Assessment (TA) will therefore be required to examine the impact of the proposed development and how such impacts will be mitigated. It will therefore need to include a detailed assessment of any new link road/s. The impact of the development on the local road network, as assessed in the TA, should include, and not be restricted to the following junctions:
- i. A41 / Page Street / Hall Lane / A1 / A41 Great North Way (Fiveways Corner);*
 - ii. A1 / A41 / The Broadway (Mill Hill Circus);*
 - iii. Bunns Lane / Grahame Park Way;*
 - iv. Page Street / Pursley Road / Bunns Lane;*
 - v. Both ends of Flower Lane; and*
 - vi. Bunns Lane / Hale Lane / The Broadway.*
- 7.16 Any vehicular access onto Bunns Lane from the site will create a new appealing connection between the A1 / A41 Watford Way northbound and Bunns Lane / Grahame Park Way. Therefore consideration as to the need for installation of robust entry and exit control measures should be given to discourage through movement. Full details of such control measures will be required to be considered as part of the planning application, and are expected to be conditioned under any planning consent.
- 7.17 The design of the proposals should take into account the Council's Draft Developer's Design Guide, and current applicable standards.
- 7.18 Residential parking provision must be in accordance with Local Plan policy DM17, and also take into account provision for disabled drivers and electric vehicle charging points as set out within the London Plan. Non – residential parking standards should also accord with the London Plan. Parking restrictions on the local streets adjacent to the site will require review, with changes likely to be required to existing CPZs and potentially the introduction of new controls. Cycle parking provision on site should also accord with the London Plan.
- 7.19 To minimise the impact of the development on the highway network, Travel Plans will be required for both residential and commercial elements of any development.

These will contain associated required targets and monitoring, a Servicing and Delivery Strategy, as well as a Construction Transport Management Plan. Within the site a Car Parking Management Plan will be required to support the developer's proposals alongside an Access Management Plan. Together such plans and measures will require suitable monitoring as well as joined-up site leadership. This will be addressed through a Planning Agreement associated with any application.

- 7.20 The collection of refuse will be required to be in accordance with Council policies with refuse facilities to be located within 10m of the highway for collection.
- 7.21 It is likely that any approved application will require contributions to be made to improve local sustainable transport modes in order to help support any new residential community as well as the success of future business uses on site. The developer will likely also need to fund offsite highway works that may be considered necessary to mitigate any detrimental impacts of the development.

8 Planning Application Requirements

- 8.1 A full planning application will need to be submitted for the site. This will enable the Council to consider the detailed design issues alongside the general principles of redevelopment, as the two are inter-related.
- 8.2 The Council has a Validation Checklist, which sets out the national and local requirements for planning applications. The developer, through the pre-application process should engage with the Council's planning officers to agree the range of documents to be submitted and the scope and standard expected. This will help to ensure that there are no delays in the validation process, and that requests for additional information are minimised once the application has been received.
- 8.3 This Brief identifies a number of elements of any application (landscaping, refuse, parking, and details of any new road links) that should be considered in full within the application rather than being left to future consideration under a condition. Early discussion is welcomed on these issues.
- 8.4 Furthermore, it is recommended that early discussions with Council officers on the likely conditions should any application be approved. Where conditions require the submission and discharge of further documents, the scope of those documents should be agreed before they are submitted. This will also help with the smooth discharge of those conditions.
- 8.5 The Council's requirements for consultation on planning applications are set out in the Statement of Community Involvement as adopted in June 2015. The applicant will need to demonstrate that the proposal has undergone significant community engagement in order to consult with different groups including the Mill Hill Neighbourhood Forum within the local community. This will be detailed within the Community Involvement Statement as submitted with the application.

Energy and Carbon Reduction

- 8.6 The London Plan Policy 5.2 Minimising Carbon Dioxide Emissions emphasises that development proposals should make a contribution to minimising carbon dioxide emissions in conjunction with the energy hierarchy. Within major developments this leads to zero carbon residential buildings from 2016 and zero carbon non-domestic buildings from 2019.
- 8.7 Development proposals should make the fullest contribution to minimising carbon dioxide emissions in accordance with the following energy hierarchy:
- Be lean: use less energy
 - Be clean: supply energy efficiently
 - Be green: use renewable energy

- 8.8 Development should demonstrate how its Lean, Clean and Green through submission of an Energy Statement.
- 8.9 The London Plan highlights that the move to zero carbon from major development should take account of the ease and practicability of connection to existing networks, context, size, nature, location, accessibility and expected operation.

Surface Water Management

- 8.10 The development should not have a harmful impact on the water environment, water quality and drainage systems. There are no water features on site and the site does not fall within a flood zone. However, the site is expected to provide suitable mechanisms for managing surface water flows and runoff within the site to avoid and redirect run-off from the mains drainage system.
- 8.11 A site wide Surface Water Drainage Strategy is required and this would need approval from the Council in its capacity as Lead Local Flood Authority. New water features should be natural to improve biodiversity. Dependant on the findings of the Surface Water Management Report, the uses of Sustainable Urban Drainage Systems (SUDS) may be appropriate.

9 Development Contributions

Community Infrastructure Levy

- 9.1 The purpose of CIL is to pay for infrastructure required to mitigate the impact of development across the Borough. Barnet's CIL charging rate has been set at: £135 per m² indexed linked. It applies to the 'net additional floorspace' of new development which is delivering 100 m² or more of gross internal floorspace or the creation of one additional dwelling. Provided such floorspace is demonstrated as meeting the relevant tests to show that it has been 'in use'.
- 9.2 In addition to Barnet's CIL the Mayoral CIL applies to all chargeable development in the borough this is currently a flat rate of £35 per m², index-linked.

S106 Requirements

- 9.3 The items sought through a planning obligation will vary depending on the development scheme and its location. Considerations that may be included in a Section 106 agreement are included below, the highlighted elements are those considered most likely to apply to a proposed scheme at this site:

- improvements to public transport infrastructure, systems and services
- education provision
- affordable or special needs housing
- health facilities
- small business accommodation and training programmes to promote local employment and economic prosperity
- town centre regeneration and promotion
- management and physical environmental improvements including heritage and conservation
- improvements to highways and sustainable forms of transport
- environmental improvements
- provision of public open space and improving access to public open space including sport pitches
- other community facilities including policing
- other benefits sought as appropriate.

- 9.4 In accordance with Paragraph 204 of the NPPF and Community Infrastructure Levy Regulations 122, planning obligations should only be sought where they meet all of the following tests:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

- 9.5 In considering planning obligations, we will take into account the range of benefits a development provides. It will also be important to ensure that the scale of obligations are carefully considered so they do not threaten the viability of development, in accordance with paragraph 173 of the NPPF.
- 9.6 The extent to which a development is publicly funded will also be taken into account and policy applied flexibly in such cases. Pooled contributions will be used when the combined impact of a number of schemes creates the need for infrastructure or works, although such pooling will only take place within the restrictions of the Community Infrastructure Levy Regulations 2010.

Appendix 1 - Relevant National, Regional and Local Planning policies

Key Policy Documents

National Planning Policy Framework

The London Plan 2015

LB Barnet Core Strategy

LB Barnet Development Management Policies

Policy Summary Index

Planning Issue	National Planning Policy Framework (NPPF)	London Plan Policy	Local Plan Policy
Accessibility	Protecting Sustainable Transport – paragraph 32	Policy 7.2: An inclusive environment	Policy DM 3: Accessibility and inclusive design
Employment	Delivering sustainable development - paragraph 22	<p>Policy 4.1: Developing London’s Economy</p> <p>Policy 4.7: Retail and Town Centre Development</p> <p>Policy 4.10: New and emerging economic sectors</p> <p>Policy 4.11: Encouraging a connected economy</p> <p>Policy 4.12: Improving opportunities for all</p>	<p>Policy DM14: New and existing employment space</p> <p>Policy CS 8: Promoting a strong and prosperous Barnet</p>

<p>Housing Delivery</p>	<p>Delivering a wide choice of high quality homes – paragraph 50</p>	<p>Policy 2.6:Outer London - Vision and strategy</p> <p>Policy 2.7:Outer London - economy</p> <p>Policy 2.8:Outer London - transport</p> <p>Policy 3.4:Optimising housing potential</p> <p>Policy 3.5: Quality and design of housing developments</p> <p>Policy 3.6 - Children and Young People’s Play and Infant Recreation Facilities</p> <p>Policy 3.8: Housing Choice</p> <p>Policy 3.12: Negotiating affordable housing on individual private residential and mixed use schemes</p>	<p>Policy CS4: Providing quality homes and housing choice in Barnet.</p> <p>Policy DM08: Ensuring a variety of sizes of new homes to meet housing need.</p>
<p>Heritage and Landscape character</p>	<p>Conserving and enhancing the historic environment – paragraph 126</p>	<p>Policy 7.4: Local character</p> <p>Policy 7.8:Heritage assets and archaeology.</p>	<p>Policy CS5: Protecting and enhancing Barnet’s character to create high quality places</p> <p>Policy DM06: Barnet’s heritage and Conservation</p>

Health	Promoting healthy communities - paragraph 72	Policy 3.17: Health and social care facilities	Policy DM14: Community and education uses
Environment and Biodiversity	Conserving and enhancing the natural environment – paragraph 109	<p>Policy 2.18: Green Infrastructure – The multi-functional network of green and open spaces</p> <p>Policy 7.19: Biodiversity and access to nature</p> <p>Policy 7.21: Trees and woodlands</p>	<p>Policy CS7: Enhancing and protecting Barnet’s open spaces</p> <p>Policy DM 15: Green Belt and open Spaces</p> <p>Policy DM 16: Biodiversity</p>

Appendix 2 - Community Engagement

Whilst Planning Briefs do not have a consultation requirement in the Council's Statement of Community Involvement they will be treated for consultation purposes as equivalent to a Supplementary Planning Document (SPD).

The statutory requirements for preparing SPDs are laid out in the [Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#).- the key points of which are set out in Figure 1. Like an SPD, Planning Briefs are not subject to independent examination, but do require Council agreement before adoption.

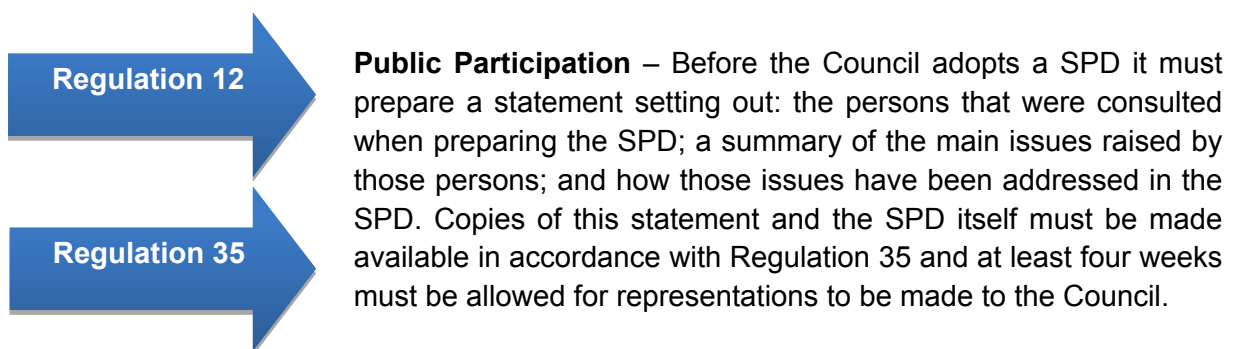


Figure 17: Regulations for Consulting on SPDs and Planning Briefs

When engaging the community on planning documents, we understand the importance of providing feedback to those who have made the effort to respond. There is usually just one stage of public consultation in the production of a Planning Brief. With Pentavia it is anticipated that consultation will last 6 weeks commencing in September 2016. Comments received will be taken into consideration when drafting the final document and documented in a Consultation Statement.

A Consultation Report will be produced and published alongside the Planning Brief consultation. This is comprised of a Representation Report; essentially a schedule of submitted comments together with the Council's responses. The other part of the Consultation Report is the Consultation Statement itself. This sets out who was consulted, how they were consulted, a summary of the main comments received and how these have been addressed. The Consultation Statement will be reported to Committee as part of the decision making process of the Planning Brief.

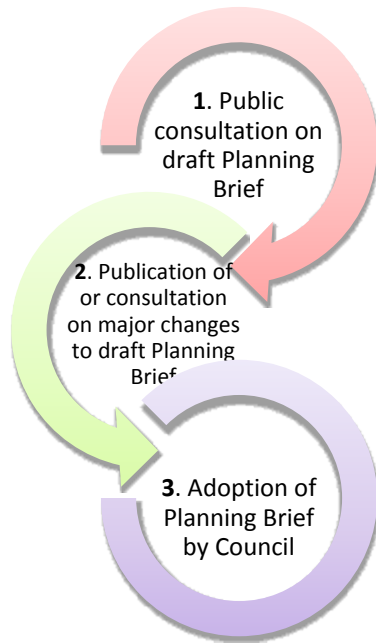


Figure 18: Stages in production of a Planning Brief

Opportunities to be involved

During consultation on a Planning Brief, the relevant documents will be made available for inspection on the Planning Policy pages of the Council’s website and hard copies of the relevant documents will also be made available in Mill Hill and Colindale libraries and in the Council’s offices at Planning Reception at Barnet House, Whetstone, N20 0EJ. A public notice will also be advertised in the local press to publicise the consultation.

We will consult as widely as resources will allow using Barnet’s Local Plan Consultation Database and use email as a primary communication method. There will be engagement with local groups in Mill Hill including the Mill Hill Neighbourhood Forum, Mill Hill Preservation Society and Mill Hill Residents Association, as well as the Colindale Communities Trust. Briefings on the draft Planning Brief will also be provided for local councillors of both Mill Hill and Colindale wards.

All groups and individuals who have made comments during the consultation will be notified of further stages of production of the Planning Brief and will be informed of its formal adoption at the end of the process.

The Council will expect the developers to exhibit proposals publicly in order to raise awareness and to give local residents and stakeholders the opportunity to raise their concerns and for these to be taken into consideration prior to any planning application being made.