

	<h2>Policy and Resources Committee</h2> <h3>10<sup>th</sup> October 2017</h3>
<p style="text-align: right;"><b>Title</b></p>	<p>Draft North Finchley Town Centre Framework Supplementary Planning Document (SPD)</p>
<p style="text-align: right;"><b>Report of</b></p>	<p>Deputy Chief Executive</p>
<p style="text-align: right;"><b>Wards</b></p>	<p>West Finchley, Woodhouse</p>
<p style="text-align: right;"><b>Status</b></p>	<p>Public</p>
<p style="text-align: right;"><b>Urgent</b></p>	<p>No</p>
<p style="text-align: right;"><b>Key</b></p>	<p>Yes</p>
<p style="text-align: right;"><b>Enclosures</b></p>	<p>Appendix A – Draft North Finchley Town Centre Framework SPD Appendix B – Equalities Impact Assessment</p>
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<h2>Summary</h2>
<p>The draft North Finchley Town Centre Framework Supplementary Planning Document (SPD) sets out an approach for revitalising one of the largest town centres in Barnet. The draft SPD seeks a greater focus on an appropriate mix of uses, where retailing remains important but residential makes a greater contribution to the town centre’s diversification and overall ‘offer’. Investment in residential led mixed use development will help to fund public realm and infrastructure improvements making North Finchley a more attractive centre to live, visit and enjoy.</p> <p>Once adopted the SPD will provide specific guidance on implementation of Local Plan policies in future masterplanning, supporting further technical work on traffic management, bus service networks and car parking strategy as well as other infrastructure delivery including provision for health and education, and be a material consideration in determining</p>

planning applications.

## **Recommendations**

- 1. That the Committee notes the contents of the draft Supplementary Planning Document (SPD) attached at Appendix A.**
- 2. That the Committee approves the draft SPD as the basis for public consultation. The SPD will then return to the Committee with the consultation responses and an updated Equalities Impact Assessment.**
- 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 Traditional functional shopping roles are changing. The more successful towns are adopting a much greater focus on a genuine mix of uses, where retailing remains important, but leisure, cultural, business, and residential uses all add to a town centre's diversification and overall "offer".
- 1.2 Barnet's Local Plan (adopted in 2012) highlighted North Finchley as one of the Borough's priority town centres where more detailed planning frameworks will support the potential for future growth and manage anticipated change. The growth potential of North Finchley is highlighted in the Local Plan and a Town Centre Framework is identified as the mechanism for enabling such growth. Frameworks have been adopted in all priority town centres apart from North Finchley.
- 1.3 A North Finchley Town Centre Framework was initiated in 2009 but did not progress to adoption. However the initiative to support future growth and manage change has been revisited by a developer, Joseph & Partners, who has proposed an action plan to revitalise North Finchley. This is based on redefining the town centre area; acquiring space in order to provide a critical mass of properties to allow the active curation of consolidated retail space; identifying and implementing an appropriate usage mix in order to create a vibrant and attractive location; and intensifying usage of spaces which currently exist on the periphery of the town centre.
- 1.4 In order to realise these plans, implement Local Plan policy and progress the approach of Entrepreneurial Barnet Policy & Resources Committee agreed (December 1<sup>st</sup> 2016 (Agenda item 8)), that a Supplementary Planning Document (SPD) be prepared for the town centre. The Policy & Resources

Committee also agreed that the Council as landowner enters into an exclusivity agreement (termed a "Preliminary Agreement") with Joseph & Partners to enable the production of the SPD in order to provide the necessary statutory planning framework to facilitate future development.

- 1.5 The terms of a Planning Performance Agreement (PPA) were agreed between the Council and Joseph & Partners in April 2017 based on the delivery of this SPD as a formal statutory document supplementing policies and proposals in Barnet's Local Plan.
- 1.6 The draft North Finchley Town Centre Framework SPD (see Appendix A) recognises that the necessary comprehensive and coordinated regeneration of the town centre is also in part dependent upon ensuring that the right type of development takes place on areas of land close to the town centre. Accordingly the SPD area not only covers the town centre as designated in the Local Plan but also extends beyond the formal boundaries to include adjacent areas which are considered important to the town centre's future, most notably at the southern and northern "gateways". These areas include for example, sites considered to be suitable for residential led intensification in order to contribute to the regeneration of the town centre and improvements in its vitality and viability.
- 1.7 Work on the draft SPD commenced in Spring 2017 with the appointment of a consultant team. Significant outputs since then include a Baseline Report, car parking surveys and engagement with residents, businesses and users of the town centre on their views on the issues and opportunities for North Finchley. Baseline evidence for the draft SPD includes a policy, property, transport, and design assessment together with a wider performance review, to draw together a summary analysis of the key strengths and weaknesses of the centre. In July 2017 the consultant team undertook a car parking survey of on-street (kerbside) and off-street car park usage. The key issues and opportunities identified in the initial stages of consultation in addition to the evidence base work have shaped the vision for North Finchley town centre and the resultant development principles.
- 1.8 The draft Town Centre Framework SPD sets out a vision for a vital and vibrant North Finchley :
  - where the supply of housing will be boosted to deliver a wide choice of homes, creating sustainable, mixed and inclusive communities;
  - where the shopping experience will be improved with a range of shops that include independent and national retailers;
  - where the daytime and evening economy will become more attractive with a range of cultural, leisure, food and drink choices;
  - where the environment will be improved with local character enhanced;

- where new public spaces will be created to encourage people to stay for longer in the town centre; and
- where pedestrians will be given greater priority whilst maintaining ease of access for all users.

1.9 This vision is underpinned by a suite of 19 objectives that fall into four central themes on places, people, economy and movement. The draft SPD sets out the approach for delivering the vision and objectives. This includes:

- an **overarching strategy** for the town centre and surrounding area which consists of four core activity areas -
  - **Northern zone** – this area to the north of Sainsbury’s sits outside of the town centre and is changing from commercial uses to a more residential focused environment. Examples include new build development at Trinity Square (60 units) and Imperial Square (95 units) while Vinny Court (33 units) was delivered through permitted development for office to residential;
  - **Central zone** – this area runs from Sainsbury’s to the Ballards Lane / High Road gyratory at Tally Ho. Consisting of traditional parades with a mix of shops, cafes and restaurants as well as the 511 space car park at Lodge Lane (including the weekly market) this is the retail core of North Finchley;
  - **Southern zone** – this area extends from the Ballards Lane / High Road gyratory to the south side of Kingsway. The area consists of a number of parades of mixed character and uses as well as the Arts Depot hub and Tally Ho; and
  - **Mixed use hub** – to the south of Kingsway a mix of uses will be encouraged that intensifies the residential offer whilst retaining commercial activities.
- A spatial approach for different parts of the town centre covering six key opportunity sites, parade enhancement areas, other opportunity areas and an area where application of Local Plan Policy is re-emphasised.
  - **Key Opportunity Sites** comprise :
    - **Tally Ho Triangle and Arts Depot** – (1.15 ha) as main arrival point in North Finchley this site can complement the Arts Depot as a mixed use leisure led destination with new public realm, residential development and improved connectivity to parades on Ballards Lane and High Road. It is considered that the town centre would benefit from relocation of buses out of the Arts Depot bus station to clearly marked locations within North Finchley. Space released by the bus station could be converted for retail, community and leisure uses;
    - **Ballards Lane / Nether Street** – (0.52 ha) in order to create new high quality frontage and gateway to North Finchley comprehensive redevelopment is proposed. Re-provision of office at lower levels as well as the existing community use is expected as is active ground floor commercial uses with

residential above. Public realm improvements will enhance setting of Finchley War Memorial;

- **Finchley House** – (0.28 ha) located on corner of Kingsway and High Road, re-development can provide an improved employment offer at lower floors with residential above;
- **East Wing** – (0.56 ha) comprises buildings on eastern side of High Road between Castle Road (Argos) and Woodhouse Road where enhancement with retail / café / restaurant at ground floor with residential above can work with Arts Depot and Tally Ho as retail, leisure and cultural anchor of North Finchley;
- **Friern Park / High Road** – (0.61 ha) comprises buildings on eastern side of High Road between Friern Park and Stanhope Road where development will introduce high quality frontage with new modern retail units with residential above; and
- **Lodge Lane** – (0.81 ha) comprises car park and YVA House where redevelopment should ensure more efficient use of land while continuing to provide an important car parking function. Active retail frontage on High Road with residential and other town centre uses above.

- The **Parade Enhancement Areas** primarily focused on High Road between Friern Watch Avenue and Tally Ho Corner, are identified in the draft SPD as having key functions as retail and active units where their contribution to North Finchley's vitality and viability should be improved. There is potential for new residential uses above.
- The **Other Opportunity Areas** including land on the southeastern corner of High Road / Woodhouse Road and Ballards Lane south of Kingsway are highlighted in the draft SPD as places that will benefit from more efficient use of land as well as redevelopment that helps improve their aesthetic contribution to North Finchley.
- **Local Plan Policy Areas** cover the remainder of the draft SPD area. Although no specific sites are identified in these areas the Council will work with stakeholders in line with Local Plan policies to improve the local environment, increase housing supply and choice to meet local needs and to help underpin the overall vitality and viability of the town centre and local economy.

1.10 In order to ensure delivery of a vital and vibrant North Finchley a series of development principles have been prioritised in the draft SPD. A key principle for the town centre is responding to local character. Buildings have been assessed in terms of their contribution to local character. Buildings that positively contribute to character should be protected where appropriate. The draft SPD divides the town centre into three character areas each with different levels of townscape sensitivity. The area north of Avenue Road / Ravensdale Road has potential for more innovative, high quality contemporary design while the central area (between Avenue Road / Ravensdale Road and Hall Street / Stanhope Road) is considered to be the most sensitive area where new development must respond to context and emulate historic examples and traditional building typologies. Within the

southern area new development should enhance the townscape and sensitive contemporary architecture is supported.

- 1.11 Another key development principle in the draft SPD is transport and movement. The Baseline Report highlighted difficulties for pedestrians in crossing the extensive High Road / Ballard's Lane corridor which is generally arranged in favour of vehicles rather than other users and uses. Bus services within North Finchley are convoluted in terms of movement around the Ballards Lane / High Road gyratory and with the Arts Depot bus station somewhat hidden from general view. Cyclists are also poorly served with a lack of facilities throughout North Finchley.
- 1.12 In response to these issues the draft SPD proposes reallocating roadspace to other movement and public realm improvements such as footway widening and narrower road crossings, bus waiting facilities and cycle lanes. At Ballards Lane there is potential for substantial public realm improvement. This may be achieved by limiting through movement to access traffic, retail and business servicing and buses. Associated with this is the re-routing of the present Ballards Lane northbound through traffic onto Kingsway and onto the High Road, itself converted to 2-way operation. Achieving such a substantial traffic management amendment would require a detailed technical study requiring data on traffic flows, junction operation and highway geometry, along with local and wider area road network modelling. In addition, there would be related public and technical stakeholder consultation to discuss, amend and sign off scheme development. The Council together with Transport for London would be involved in modelling traffic impacts and ensuring smooth road network operation. The potential gains for North Finchley from such an intervention would be considerable especially for development sites fronting Ballards Lane, adjacent occupiers and local people.
- 1.13 Although North Finchley has good bus services, the presence of buses can sometimes be negative with, as a result of the gyratory, buses on the road network longer than desirable. The bus station at the Arts Depot is unwelcoming and hidden from view with bus access arrangements that create awkward conditions for pedestrians and contribute to an unattractive streetscape. Although bus operations are complex, and making such changes will require detailed service planning, moving buses out of the bus station to clearly marked locations within the town centre will raise the profile of this travel mode and encourage use.
- 1.14 Improving conditions for pedestrians and cyclists should be a central focus to the future of North Finchley and should be aligned with public realm improvements arising from re-allocation of carriageway. Greater wayfinding between the town centre and Northern Line services at Woodside Park and West Finchley will improve the connectivity of North Finchley as well as specific on-road facilities including cycle parking to encourage cycling.
- 1.15 Car parking is highlighted as a development principle reflecting the importance for the town centre of providing a convenient and good quality parking supply to maintain a competitive position with other centres. A car parking survey of

on-street (kerbside) and off-street car parks) usage has informed the development of the draft SPD and indicates that supply offers scope for better use such as public realm improvements, footway widening, narrower road crossings or servicing. Improved utilisation could be achieved through increased tariffs for long stay parking and greater partnership working with private car park providers in North Finchley. Subject to a development related parking strategy for the town centre the present supply of car parking, suitably optimised, together with physical changes to parking locations and types, as well as future planning requirements for car-free development, should provide for any additional related parking demand.

1.16 The fourth development principle highlighted in the draft SPD covers frontages and shopping parades. Given the range, quality and contribution of the existing parades the approach to parade enhancement focuses on existing shop frontages making a better contribution to the overall street scene and providing units that are more attractive to national and local retailers. In some instances it may be appropriate for a number of units within parades to come forward as a comprehensive development to create a revitalised offer that supports other opportunities identified in the draft SPD, in particular new homes above the retail provision. The purpose of combining units should be to create larger units internally, whilst retaining the overall appearance of single units where they contribute to the townscape quality.

1.17 An overall public realm strategy to direct potential improvements to North Finchley is the final development principle. Key objectives for public realm improvements include :

- Narrowing carriageways and increasing pavements to include planting zones;
- Integrating cycle parking facilities and improved cycling infrastructure;
- Prioritising provision of cycle lanes within carriageway when reallocating road space;
- Improving signage and provision of public art;
- Activating the streets and spaces by providing 'spill-out zones' for cafes/restaurants/shops;
- Creating flexible event spaces;
- Greening the streets; and
- Identifying a new location for North Finchley Market which enables it to be more prominent in the town centre.

Further refinement and details are expected to be established through future planning applications.

1.18 The final section of the draft SPD focuses on delivery and implementation. A coordinated and comprehensive approach is required to North Finchley's regeneration to ensure piecemeal proposals are not prejudicial to the overall vision. This will ensure that the appropriate quantum and mix of development is delivered and that this is phased, enabling the required social and physical infrastructure to be in place at the right time. It will also ensure that public realm improvements throughout the SPD area are made, the town's car parking management strategy meets local needs and that there is a

coordinated approach to funding infrastructure. Where proposals are for significant developments in the SPD area the Council will want to see these brought forward accompanied by an overall masterplan with associated planning application(s), to demonstrate they are part of and/or contribute to the comprehensive regeneration approach. The coordinated and comprehensive approach may facilitate an element of cross subsidisation from one area or site to another.

- 1.19 The Council is one of the largest landowners within North Finchley, principally with regard to the surface car parks, the Arts Depot and strips of land related to highways. However there are a wide range of ownerships throughout the town centre and the Council will expect to see site assembly carried out via negotiations and private treaty wherever possible. 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, especially but not exclusively in the Key Opportunity Sites.
- 1.20 A SPD should be prepared where it can help applicants make successful applications or aid infrastructure delivery. (National Planning Policy Framework (NPPF), March 2012 – 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).
- 1.21 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.
- 1.22 Prior to adopting the SPD the Council is required<sup>1</sup> 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.

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.

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

## **2. REASONS FOR RECOMMENDATIONS**

- 2.1 Production of this Town Centre Framework SPD will help maintain and enhance the vitality and viability of North Finchley by promoting sustainable mixed use development, with associated physical and social infrastructure, as well as public realm and environmental improvements.

## **3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED**

- 3.1 The alternative option is to not produce a Town Centre Framework for North Finchley. This would mean an opportunity missed to revitalise the town centre, deliver new homes and help implement Local Plan and Entrepreneurial Barnet objectives on main town centres.

## **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 Entrepreneurial Barnet relating to town centres directly support delivery of the Corporate Plan 2015-2020, particularly the following stated corporate priority:
- Promote responsible growth within the Borough, encouraging development and success, revitalising communities whilst protecting what residents love about the Borough.
- 5.1.2 Entrepreneurial Barnet 2015 – 2020 outlines Barnet’s approach to supporting the local economy to grow, and developing a successful, growing suburb in a successful, growing world city. It identifies North Finchley as a main town centre.
- 5.1.3 Within Entrepreneurial Barnet, the Town Centre offer framework specifically outlines the Council’s commitment to provide additional support to actively market and promote opportunities to developers, when dealing with main Town Centres. The new SPD for North Finchley will provide clarity around the town centre proposition for development in the face of growing challenges for high streets.
- 5.1.2 The Housing Strategy 2015 – 2025 highlights the role of purpose-built private rented sector housing when located within or around town centres in addressing distinct housing needs as well as supporting labour mobility.

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

- 5.2.1 The cost of preparing this draft SPD has been at no additional cost to the Council. The costs of producing the draft SPD are covered through the Planning Performance Agreement (PPA) with Joseph Partners whilst statutory planning functions are delivered through the business as usual Re contract.
- 5.2.2 The production of this SPD required the Council to seek resource support. In April 2017 Re on behalf of the Council commissioned a consortium of BDP, Urban Flow and GL Hearn to produce the SPD.
- 5.2.3 Under the terms of the PPA the Council is obliged to devote sufficient officer resources to ensure compliance with the purposes of the PPA. It is expected that the costs of delivering the SPD by the Council and any consultant will be met by the Developer in full.
- 5.2.4 In December 2016 the Policy and Resources Committee authorised the drafting of a Preliminary Agreement to make Council land available for development in North Finchley following the putting in place of a Town Centre Framework SPD. Under the Preliminary Agreement the Council is under no obligation to sell any property.
- 5.2.5 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), widen the range of leisure and cultural activities as well as food and drink choices and improvements to the public realm making North Finchley a more attractive destination town centre that reflects its historic character.
- 5.3.4 Economic benefits will be delivered through inward investment in the development opportunities highlighted in the draft SPD widening the daytime and evening economy making the town centre more attractive to independent and national retailers 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, sensitive

development that complements buildings of positive character, and an enhanced public realm with greater planting that softens the existing hard landscape and improves air quality.

## **5.4 Legal and Constitutional References**

- 5.4.1 Under the Council's Constitution, Document 15 Responsibility for Functions Annex A the Policy and Resources Committee is responsible for under paragraph (2). To be responsible for the overall strategic direction of the Council including the following specific functions / activities. Consider for approval and adoption the Local Development Scheme, Statement of Community Involvement, Supplementary Planning Documents and Planning Briefs.
- 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 North Finchley SPD is an overwhelming negative reaction during the public consultation. To mitigate against this, in Spring/Summer 2017 we asked the residents, businesses and users of the town centre their views with regards to the issues and opportunities for North Finchley town centre through a series of workshops. The initial engagement comprised stakeholder surgeries, a stakeholder workshop which focused on the desired vision for North Finchley town centre, and a follow up stakeholder workshop to review the emerging ideas. The key issues and opportunities identified in the initial stages of consultation have shaped the vision for North Finchley town centre and the resultant development principles. Details of how this engagement process has informed the Draft SPD is provided in the Consultation Statement.
- 5.5.3 Another risk is that redevelopment proposals for the Town Centre come forward outside of the robust planning framework of the SPD to guide its consideration and determination. This can be mitigated by the Council, working pro-actively with relevant stakeholders 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 is attached at Appendix B.
- 5.6.3 The EqIA has considered the impact of the draft SPD on the groups identified above. It has highlighted how the draft SPD will help address issues such as the relocation of the weekly market from Lodge Lane market to a more prominent town centre location. The EqIA 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 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 North Finchley SPD is undertaken over a 6 week period from October 16<sup>th</sup> until November 27<sup>th</sup> 2017. 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, a public exhibition and two drop-in sessions within the town centre.

## **6 BACKGROUND PAPERS**

- 6.1 Barnet Local Plan Core Strategy DPD, September 2012
- 6.2 Barnet Development Management Policies DPD, September 2012
- 6.3 Barnet's Statement of Community Involvement, July 2015
- 6.4 North Finchley Town Centre Framework SPD Sustainability Appraisal, October 2017

- 6.5 North Finchley Town Centre Framework SPD Baseline Report, July 2017
- 6.6 North Finchley Town Centre Framework SPD Consultation Statement, October 2017