



## Policy and Resources Committee

8 December 2020

<b>Title</b>	<b>Draft Edgware Growth Area Supplementary Planning Document</b>
<b>Report of</b>	Chairman of the Policy and Resources Committee
<b>Wards</b>	Edgware, Hale, Burnt Oak
<b>Status</b>	Public
<b>Urgent</b>	No
<b>Key</b>	Yes
<b>Enclosures</b>	Appendix A - Draft Edgware Growth Area Supplementary Planning Document
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### Summary

The Edgware Growth Area Supplementary Planning Document (SPD) is being prepared jointly by the boroughs of Barnet and Harrow to guide the successful rejuvenation of Edgware Town Centre. The SPD provides a planning framework for attracting investment through a coordinated approach that allows renewal and recovery, enabling Edgware to better serve as a destination for local residents and business. The SPD sets out a vision for this Major Town Centre and proposes 16 objectives and 9 development principles to guide a comprehensive approach to redevelopment. It identifies local needs, challenges and

opportunities and sets out how the key opportunity sites should come forward, as well as providing guidance for design, high quality homes, public realm, and transport matters.

The Draft SPD must also be approved by Harrow Council before it undergoes a statutory period of public consultation.

## **Officers Recommendations**

**That the Policy and Resources Committee:**

- 1. Approves the draft Edgware Growth Area Supplementary Planning Document (SPD) at Appendix A for publication and public consultation.**
- 2. Delegates authority to the Deputy Chief Executive, in consultation with the Chairman of the Policy and Resources Committee, to make any further minor changes to the draft Edgware Growth Area SPD arising as a result of formal consideration by the London Borough of Harrow as well as any minor amendments required to finalise the SPD prior to publication and public consultation.**

### **1. WHY THIS REPORT IS NEEDED**

- 1.1 Edgware Town Centre has a long and proud history. The town centre is popular, diverse and valued, providing extensive shopping, cafes, restaurants and services for communities in Barnet and beyond.
- 1.2 The presence of Edgware Underground Station at the end of the Northern Line, along with Edgware Bus Station, makes the town centre a significant public transport hub serving needs for shopping, leisure and work, as well as commuting into Central London. The Town Centre is an important commercial driver of the local economy and provides a range of important employment opportunities, largely in retail, transport and office uses. There is also much valued local community infrastructure, including a primary school, a library, religious buildings, and numerous active community organisations.
- 1.3 Despite its many advantages, the town centre has experienced a range of pressures in recent years, like many town centres and high streets nationally. There has been a significant shift in retail resulting in the loss of major retail anchors - perhaps most notably Marks and Spencer - as more people have moved to shopping online or have been attracted to out of town retail centres.
- 1.4 In addition to the loss of retailers, Edgware Town Centre experiences other pressures including significant traffic congestion, anti-social behaviour and poor public realm. The Railway Hotel is a listed building and is a valued local landmark, but it is disused and in poor condition. As part of Edgware's renewal the building needs to be restored and brought back in to use.

- 1.5 The draft SPD seeks to enhance the current assets of the town centre and identify where there are opportunities for improvement and development. It sets out a shared vision for a thriving town centre, guiding regeneration and renewal activity by both LB Barnet and LB Harrow as well as encouraging investment by landowners, investors and other public sector bodies.
- 1.6 The SPD provides a strong focus on diversifying the town centre offer, helping to attract new uses. This includes significantly improving the cultural and leisure offer, a far better public realm, and new areas of public open space.

### ***Strategic Context***

- 1.7 London continues to grow, with rising populations moving out of central into outer London suburbs placing demands for more housing, jobs and supporting infrastructure. Through the London Plan the Mayor has established the capital's growth needs and sets housing targets for all 33 boroughs. The London Plan sets out where the Mayor wants that growth to be delivered, within an emphasis on directing development towards land that:
  - Is brownfield and within or on the edge of town centres;
  - Is well connected by existing or planned public transport;
  - Can intensify the use of land to support additional homes and workspaces, promoting higher density development, particularly in locations that are well-connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.
- 1.8 Through Barnet's emerging Local Plan the Borough is responding to the Mayor's growth requirements by identifying suitable places, including Edgware Town Centre, where new housing, employment and supporting infrastructure can be delivered. This draft SPD seeks to ensure that alongside growth we also see the delivery of benefits for the local community including improvements to the physical and commercial environment, transport, housing, and social infrastructure such as schools and healthcare.
- 1.9 Back in 2013 the Council adopted the Edgware Town Centre Framework as a mechanism for revitalising Edgware's retail elements, in particular the Broadwalk Centre, and public realm. The Town Centre Framework has not helped to progress the health of Edgware, having been produced before the ongoing changes to town centres across Barnet and London-wide, in particular the decline of major retail stores, and the increased pressure for new homes.
- 1.10 The approach of locating growth in suitable town centres is set out in Barnet's Draft Local Plan (Reg 18) which sets the strategic basis for the SPD area through Policy GSS05 Edgware Growth Area. It also identifies broad parameters for growth through two major development sites (Site 27 Edgware Town Centre and Site 28 Edgware Underground & Bus Stations).
- 1.11 Covid-19 has altered many aspects of day to day life. Although long-term impacts are hard to fully gauge at present there are likely to be changes which effect Edgware, including shopping habits, work patterns and the need for essential local amenities such as access to open space. Covid-19's impact further reinforces the need to renew and broaden the offer provided by Edgware Town Centre creating one which is clear,

distinctive and diversified, with the aim of both retaining spending from the local population and drawing in new custom from a wider area.

### ***Engagement***

1.12 The Council has undertaken early engagement on the SPD through:

- Local Plan Reg 18 Consultation in early 2020
- A cross-borough Member workshop in May 2020 which sought the views of local Councillors in Barnet and Harrow;
- A local stakeholder (businesses and community groups) event in July 2020 which provided an update on the emerging SPD and sought their input.
- A project team with landowner representation including TfL which has met regularly since project inception

1.13 Virtual/ online forums were used to overcome the social distancing requirements due to Covid-19. Key issues raised included crime and anti-social behaviour, heavy traffic congestion through the town centre, concerns about the state of retail on Station Road, poor public realm, and the lack of open or public spaces,

1.14 The Edgware Growth Area SPD is being prepared in the context of the Council's approach to COVID19 recovery with the "Thriving" theme focusing on economic recovery and growth. The Thriving theme has four emerging strands of work, which are 1) Skills and Employment, 2) Town Centres 3) Regeneration, and 4) Infrastructure, all four relevant to Edgware.

1.15 Officers are also in early discussions with key landowners, and infrastructure providers emphasising the need for an effective planning framework to help enable and steer future development opportunities. The Broadwalk Centre (which includes the extensive car parking areas to the rear) has now been acquired by the Ballymore Group. The neighbouring site, comprising the underground rail station, track areas and the bus station, is owned by Transport for London. The Council has held discussions on the future of these sites with both the Ballymore Group and TfL.

### ***SPD Objectives and Development Principles***

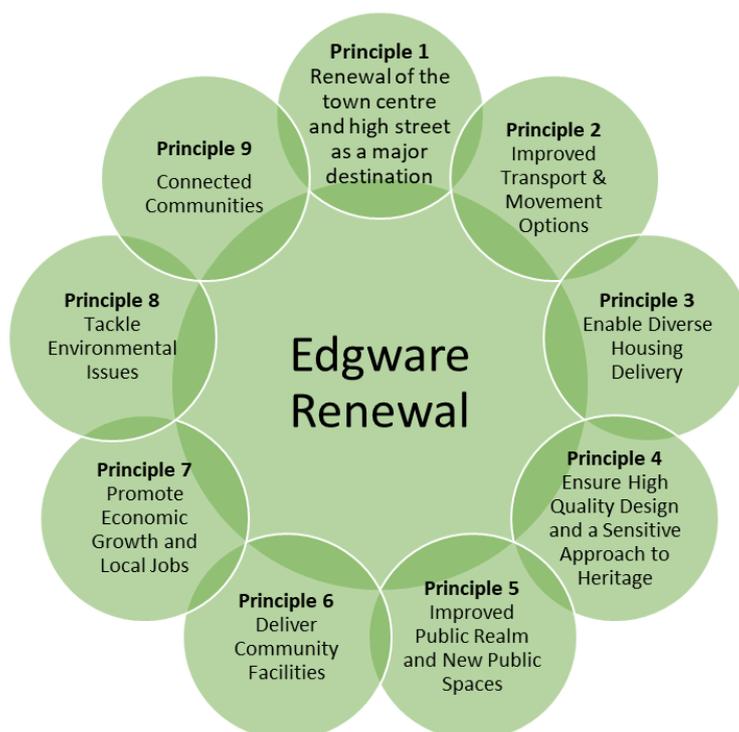
1.16 The Draft SPD establishes a Vision which is supported by objectives that set out how the Vision will be realised:

Objective	Description
<b>Objective 1</b>	<b>Major Town Centre status retained and enhanced.</b> The core functions of Edgware Town Centre will be retained, supported and enhanced. Edgware will be developed as a destination with a diverse retail, commercial, leisure and cultural offering that attracts people from a wide catchment area to support our existing local businesses and local economy. The retail offer will be focused on Station Road as the main shopping thoroughfare to ensure the traditional shopping parades are maintained and enhanced. Edgware's commercial offering will be supported by new homes, bringing people closer to the

	activities of the town centre. This coupled with improvements to the public realm and shift towards a greener, cleaner local environment will also improve the Town Centre experience for visitors, existing and new residents alike.
<b>Objective 2</b>	<b>A significant cultural and leisure offering, including support for the evening economy.</b> Provide new attractions that make Edgware a destination location and draw people in from a wide area while supporting local identity and the economy. Potential options include a new cinema, swimming pool and a diverse range of eating-out options that support a safe evening economy.
<b>Objective 3</b>	<b>Improving transport options</b> - Edgware Town Centre will move towards being more sustainable, with better options to walk and cycle to the Town Centre for those living locally and better public transport options for those coming from further afield. Improvements to transport options aim to deliver a far better local environment that does not lead to significantly adverse traffic congestion impacts.
<b>Objective 4</b>	<b>New public transport interchange.</b> Create a better sense of arrival in Edgware with an improved relationship between the rail and bus stations and the wider town centre to reduce congestion, improve the pedestrian experience and increase convenience and choice in transport modes.
<b>Objective 5</b>	<b>Efficient land use.</b> Comprehensive regeneration of key sites that will support the town centre and deliver much needed new homes to a well-connected location.
<b>Objective 6</b>	<b>Deliver new homes on well-connected, brownfield land.</b> Meet housing needs by increasing the delivery of new homes. High level capacity studies indicate that the SPD area could deliver thousands of new homes which would be a mix of sizes, types and tenures to accommodate a wide need. Sites would need to comply with design and local planning guidance.
<b>Objective 7</b>	<b>High quality design that will stand the test of time.</b> Ensure that new development is rooted in good design and meets the challenge of its locational context across Edgware's varied town centre with a focus on appropriate massing and height.
<b>Objective 8</b>	<b>Celebrate local heritage.</b> Edgware's valued historical buildings must be protected and restored and constitute an essential part of the town centre renewal.
<b>Objective 9</b>	<b>New and improved public spaces.</b> Deliver new, linked public open spaces and transform the streets and footpaths to provide pleasant clean and safe environment for pedestrians and cyclists.
<b>Objective 10</b>	<b>Meet the need for local community infrastructure.</b> Ensure new development makes resources available for schools, GP surgeries and

	community groups.
<b>Objective 11</b>	<b>Economic growth and local jobs.</b> Generate investment that leads to sustainable economic growth, with existing businesses benefiting from increased footfall, and provides employment and skills opportunities for local jobs.
<b>Objective 12</b>	<b>Tackle climate change and pollution.</b> Ensure that development mitigates and adapts to climate change and reduces air and noise pollution.
<b>Objective 13</b>	<b>Increase biodiversity and environmental resilience.</b> Protect existing and create new habitats that supports diverse wildlife.
<b>Objective 14</b>	<b>A safe place to live, work and visit.</b> Ensure that people feel safe by designing out crime and anti-social behaviour.
<b>Objective 15</b>	<b>Support health &amp; wellbeing.</b> Development and change must holistically support physical and mental wellbeing.
<b>Objective 16</b>	<b>A diverse and family-friendly community.</b> Meet the needs of people from all social backgrounds and ensure that families and children feel safe and included.

1.17 Beneath the objectives are a set of inter-locking principles which will guide sustainable development to bring forward the renewal of the town centre. These are shown in the diagram below:



## 2. REASONS FOR RECOMMENDATIONS

- 2.1 The Edgware Growth Area SPD, upon eventual adoption, will enable the Council to influence and successfully steer the renewal of Edgware Town Centre delivering significant and sustainable housing growth and a much-improved and attractive town centre offer including new leisure and cultural uses.

## 3. ALTERNATIVE OPTIONS CONSIDERED AND NOT RECOMMENDED

- 3.1 The alternative would be to not prepare this SPD. An opportunity to shape the future growth of Edgware would be lost at a time when key development proposals in the town centre are emerging.

## 4. POST DECISION IMPLEMENTATION

- 4.1 Once both the boroughs of Barnet and Harrow have approved the SPD public consultation can be undertaken. This is expected to begin in January 2021 for a period of six weeks. Comments received during consultation will be collated and considered and may result in amendments to the SPD. The updated SPD will then be recommended for adoption in Spring 2021.

## 5. IMPLICATIONS OF DECISION

### 5.1 Corporate Priorities and Performance

- 5.1.1 The Edgware Growth Area SPD will help to meet Corporate Plan 2019-24 three main outcomes:

- **Our residents live happy, healthy, independent lives with the most vulnerable protected** – the SPD will support renewal of Edgware Town Centre that delivers an improved environment, new housing and better opportunities for leisure and work. The SPD help to provide a healthier environment where people are encouraged to lead active live and be part of local community life;
- **A pleasant, well maintained borough that we protect and invest in** – the SPD seeks a much-improved public realm in Edgware that encourages pride in the local area. Developers will be encouraged to invest in the town centre to enable sustainable regeneration that provides new homes, new economic activity, and increases job opportunities for local people; and
- **Safe and strong communities where people get along well** – the SPD will support a balanced and sustainable family friendly community that is engaged with the process of change and renewal. Investment must be used to reduce crime and anti-social behaviour.

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

5.2.1 In April 2019 the Council was awarded £175,000 funding from the GLAs Homebuilding Capacity Fund (HCF) to support the joint preparation of the Edgware SPD with LB Harrow (£17,500 of the award to be shared with Harrow). The award required that the project be completed within two years, i.e. by end March 2021.

## **5.3 Social Value**

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

5.3.2 The Edgware Growth Area SPD fully supports a wide range of social, economic and environmental benefits.

5.3.3 Renewal of Edgware Town Centre will involve redevelopment of major sites to provide a large quantum of new housing and enable delivery of new town centre uses, bringing social and economic benefits. Greatly improved public realm, including new public spaces, will lead to a much better environment. The SPD supports a much improved environment for pedestrians and cyclists, along with improved public transport facilities, providing better options for more sustainable transport modes.

## **5.4 Legal and Constitutional References**

The Planning & Compulsory Purchase Act 2004 and in particular Regulation 8 and 12 of the Town and Country Planning (Local Planning) (England) Regulations 2012 provide guidance on the preparation and adoption of supplementary planning documents. In dealing with an application for planning permission (or permission in principle) the local planning authority (LPA) shall have regard to, amongst others, the provisions of the development plan (so far as material) and to any other material considerations (s.70(2), Town and Country Planning Act 1990).

Section 38(6) of the Planning and Compulsory Purchase Act (2004) states that, if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise (s38(6), Planning and Compulsory Purchase Act 2004).

If adopted, the SPD would not be part of the Council's statutory development plan; rather, it will be a material consideration in the determination of relevant planning applications within the Edgware Town Centre and the defined SPD area (as delineated by the red line boundary). SPDs provide further detailed guidance on topics in development plan policies and may not allocate land uses or create new planning policies.

SPDs must be prepared in accordance with the Council's local development scheme (s.19(1), PCPA 2004) and its SCI (s.19(3), PCPA 2004). The SCI sets out the Council's policy for consulting and engagement with individuals and stakeholders.

In accordance with the requirements of the Town and Country Planning (Local Planning)

(England) Regulations 2012 , the Council must publish, prior to adoption, a consultation statement explaining (i) who was consulted, (ii) a summary of the issues raised through representations and (iii) how any such issues raised in representations have been addressed in the SPD.

The proposed SPD will be a “local development document” (s.17(7)(za), PCPA 2004 and reg. 5, 2012 Regulations) and may be prepared jointly by the LB Harrow and LB Barnet (s28, PCPA 2004).

The proposed SPD must be adopted by a resolution of each participating council as the LPA for its administrative area (s.17(8)(a) and s28(3), PCPA 2004).

Under the Council’s Constitution, Article 7 Committees, Forums, Working Groups and Partnerships paragraph 7.5 (Responsibility for Functions) sets out that the Policy and Resources Committee is responsible for the overall strategic direction of the Council including responsibility for Local Plans (except for matters reserved to Full Council).

## **5.5 Risk Management**

5.5.1 Not adopting the SPD also risks the Council having less influence to ensure successful renewal and positive outcomes in Edgware Town Centre.

5.5.2 Delaying the SPD would risk not meeting the Council’s agreement with the GLA under the HCF award to complete the SPD project by March 2021.

## **5.6 Equalities and Diversity**

5.6.1 An Equality Impact Assessment (EqIA) was undertaken for the Edgware Growth Area SPD. The EqIA found that the SPD does not lead to unacceptable adverse effects on different communities. The EqIA will be published as part of the public consultation.

## **5.7 Corporate Parenting**

5.7.1 N/A

## **5.8 Consultation and Engagement**

5.8.1 Early consultation to understand the local issues and needs has been undertaken through virtual/ online forums to overcome the social distancing requirements due to Covid-19. A cross-borough Member workshop in May 2020 sought the views of local Councillors in Barnet and Harrow, while an event in July engaged with approximately 18 local stakeholders (businesses and community groups) to provide an update on the emerging SPD and seek their input. A *Designing Out Crime* Visual Audit of Edgware Town Centre was undertaken in September with the Metropolitan Police's Designing out Crime team, along with Community Safety and Planning officers, to identify potential crime reduction recommendations relating to the built-environment which could help reduce crime and the fear of crime.

- 5.8.2 Once the Draft Edgware Growth Area SPD has been approved by the boroughs of Barnet and Harrow, the document will undergo public consultation, which is expected to commence in January 2021. Public consultation will include public drop-in events (online due to Covid-19 restriction), a social media presence, emails and letters to stakeholders and residents, and an online questionnaire.
- 5.8.3 Following consultation any comments received will be assessed and the feedback will be used to inform the final document before it is adopted.

## 5.9 **Insight**

- 5.9.1 N/A

## 6. **BACKGROUND PAPERS**

- 6.1 Policy & Resources Committee - 6<sup>th</sup> January 2020 (Item 13) – Barnet’s Local Plan – Preferred Approach - (Reg 18)  
<https://barnet.moderngov.co.uk/documents/s56947/Reg%2018%20PR%20Committee%20Report2.pdf>
- 6.2 Cabinet – 23<sup>rd</sup> June 2013 – Edgware Town Centre Framework  
<https://barnet.moderngov.co.uk/documents/s9223/Edgware%20TC%20Framework%20Cabinet%20report%20for%20clearance.pdf>
- 6.3 Barnet Local Plan Core Strategy DPD, September 2012  
<https://www.barnet.gov.uk/sites/default/files/assets/citizenportal/documents/planningconservationandbuildingcontrol/PlanningPolicy/LocalPlan/DPD/LocalPlanCoreStrategyDPDSeptember2012.pdf>
- 6.4 Barnet Development Management Policies DPD, September 2012  
<https://www.barnet.gov.uk/sites/default/files/assets/citizenportal/documents/planningconservationandbuildingcontrol/PlanningPolicy/LocalPlan/DPD/Barnet27sLocalPlanDevelopmentManagementPoliciesplanning.pdf>
- 6.5 Barnet’s Statement of Community Involvement – COVID 19 Addendum  
<https://barnet.moderngov.co.uk/documents/s60203/Barnets%20Statement%20of%20Community%20Involvement%20-%20COVID%2019%20Addendum.pdf>
- 6.6 Draft Edgware Growth Area SPD Sustainability Appraisal, November 2020
- 6.7 Draft Edgware Growth Area SPD Equalities Impact Assessment, November 2020
- 6.8 Draft Edgware Growth Area SPD Consultation Statement, November 2020