



## Policy and Resources Committee

16 June 2021

<b>Title</b>	<b>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 - Edgware Growth Area Supplementary Planning Document Appendix B - Schedule of Representations and Responses to Draft 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 SPD underwent a six-week period of public consultation that included two online public events and three young-person focused sessions. There were 77 email responses and 142 online questionnaires completed. The responses received have shaped the final document.

## Officers Recommendations

**That the Policy and Resources Committee:**

- 1. Consider the responses to consultation on the Edgware Growth Area Supplementary Planning Document (SPD) as set out in Appendix B);**
- 2. Adopts the Edgware Growth Area Supplementary Planning Document (SPD) at Appendix A.**
- 3. 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 Edgware Growth Area SPD arising as a result of formal consideration by the London Borough of Harrow.**

### **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 decline of retail, Edgware Town Centre experiences other pressures including significant traffic congestion, anti-social behaviour and a poor public realm environment and neglected heritage. Of particular note, the Railway Hotel is Grade II listed and a valued local landmark, but the privately-owned building is disused and in poor condition, despite the Council applying its powers. As part of Edgware's renewal the Railway Hotel building needs to be restored and brought back in to use.
- 1.5 The 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 private 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 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 sustainable growth in suitable town centres accords with London Plan Policy GSS2 Making the Best Use of Land and Core Strategy Policy CS1 on promoting mixed use development in priority town centres. Barnet's Draft Local Plan (Reg 18) identifies town centres as locations for sustainable growth, an approach which is carried forward in the Publication Draft Local Plan (Reg 19), and subject to P&R Committee approval under a separate report item. The emerging Local Plan provides strategic support 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.

### ***Early Engagement***

- 1.12 The Council undertook early engagement on the SPD through:
- Local Plan Reg 18 Consultation in early 2020 (approved by P&R Committee for public consultation 6 January 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 met regularly during plan preparation.
- 1.13 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 was 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 The key renewal site of the Broadwalk Centre (which includes the extensive car parking areas to the rear) was acquired by the Ballymore Group in 2020. 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. It is understood that the Ballymore Group and TfL are

engaged in a cooperative joint approach to regeneration. The adoption of a planning framework to guide this investment and broader town centre recovery is opportune.

### ***Public Consultation***

- 1.16 Public consultation on the Draft SPD was undertaken for six weeks from 11 January to 22 February 2021. Consultation communication included the Engage Barnet website, promotion through the Council's social media accounts, emails and letters to the planning consultation database, a flyer to all addresses within 1km of SPD boundary, and a notice in the local press. Due to COVID-19 restrictions the two public consultation sessions were held online, attracting approximately 150 attendees. There were also three young person focused online consultation sessions - one of these with the Barnet Youth Board - involving overall a total of 29 young people aged 12 upwards and diverse in terms of gender and ethnicity. A cross-borough local Member meeting was also held.
- 1.17 Feedback received included 77 email responses, 142 completed online questionnaires, and feedback from the consultation sessions. The email respondents included statutory consultees, local organisations, and residents (see Appendix B).
- 1.18 Overall, local residents expressed support for the Vision, Objectives and Principles in the SPD, and the need to support investment in the town centre. There is a desire to see an improved environment with more green spaces and trees, and to create a better place for cyclists and pedestrians. Concern was expressed over the lack of pedestrian crossings, with existing crossings often poorly sited, phased and managed. There is a desire for improved security around the town centre. People would like more culture and leisure activities, and suggested drawing on local community, cultural and artistic groups. Key concerns expressed were that new development would be high density and include tall buildings, negatively affecting the character of Edgware Town Centre. Increasing population was seen as an issue in adding to pressure on community services such as doctors and schools, while increasing congestion. Loss of car parking for shopping was raised as a concern due to making access more difficult, particularly for less mobile people.
- 1.19 The consultation sessions with young people led to more specific concerns over the town centre, including the lack of space to sit out and meet with friends for food and leisure. There is also a desire for more local jobs for younger people to avoid travelling out of the area for work, and to support student studies. As with the wider community, there was concern over congestion, pollution and noise, and anti-social behaviour.
- 1.20 Further references to sustainable transport were requested by stakeholders, particularly relating to supporting cycling and pedestrians, improving bus access, and maintaining key London Underground infrastructure.
- 1.21 The need to strength environment issues was raised by stakeholders, in particular in relation to flood risk, tackling climate change, and supporting biodiversity.
- 1.22 Landowners sought clarification over design guidance and the need for flexibility to achieve optimal redevelopment of the site.

- 1.23 Stakeholders commented on the need to expand references to heritage, protecting the context of heritage assets, while using Edgware’s history to support renewal.
- 1.24 The comments received were assessed and used to inform and update the SPD.

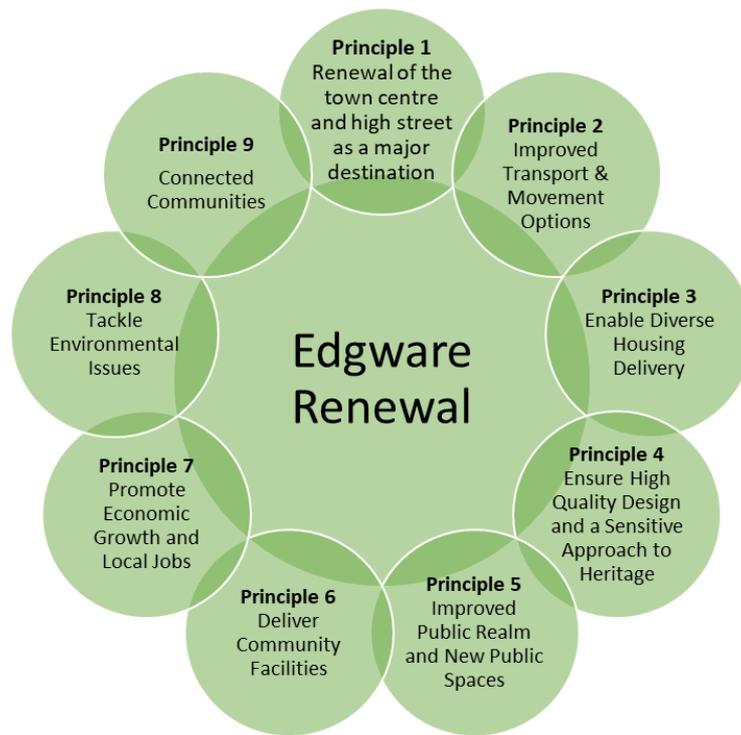
***SPD Objectives and Development Principles***

- 1.25 The 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, cycle or take the bus 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 and seek to ameliorate traffic congestion.
<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 and heritage 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 facilities including schools, GP surgeries, community groups and sports.
<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, including flood risk, 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.

1.26 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 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 adopt 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 When adopted the SPD 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). LB Harrow are taking the SPD to Cabinet for adoption on 17 June 2021.

## 5. IMPLICATIONS OF DECISION

### 5.1 Corporate Priorities and Performance

- 5.1.1 The Edgware Growth Area SPD will help to meet Barnet's Corporate Plan 2021-25 four

priorities:

- **Clean, safe and well-run** - the SPD will support renewal of Edgware Town Centre that delivers an improved environment, new housing and better opportunities for leisure and work. Investment must be used to reduce crime and anti-social behaviour.
- **Family Friendly** – the SPD will support a balanced and sustainable family friendly community that is engaged with the process of change and renewal.
- **Healthy** – the SPD help to provide a healthier environment where people are encouraged to lead active lives and engage with local community life.
- **Thriving** – 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.

## 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 and all costs have already been billed and paid for by the council in prior financial years (to LB Harrow and Regional Enterprise). There are no further financial implications as a result of approving this report.

## 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**

5.4.1 Article 8 of the Constitution provides that the Council may establish joint arrangement with one or more local authority. The Planning & Compulsory Purchase Act 2004 (“PCPA

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 as revised).

- 5.4.2 Section 38(6) of the PCPA (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.
- 5.4.3 SPDs are not part of the development plan. They 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 Statement of Community Involvement (“SCI”) (s.19(3), PCPA 2004). The SCI sets out the Council’s policy for consulting and engagement with individuals and stakeholders.
- 5.4.4 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
- 5.4.5 The proposed SPD will be a “local development document” (s.17(7)(za), PCPA 2004 and reg. 5 (iii), 2012 Regulations) and will be prepared jointly by the LB Harrow and LB Barnet (s28, PCPA 2004). It will not be part of the Local Plan but will supplement the policies in the Local Plan and will be a material consideration in determining planning applications.
- 5.4.6 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).
- 5.4.7 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). Article 4 reserves decisions on the development plan document comprising the Local Plan to the Full Council. The Edgware Growth Area SPD is not part of the Local Plan, it supplements it.
- 5.4.8 The proposed SPD is in accordance with Section 28(5) of the PCPA 2004 which provides that if the authorities preparing the SPD include one or more London boroughs the SPD should be in general conformity with the spatial development strategy (s.24).

## 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 A key risk to the Edgware SPD is that it is challenged in the High Court following adoption by the Council. The challenge must take place within 6 weeks of adoption. This has been mitigated by ensuring that the SPD is fully compliant with Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012, a comprehensive six weeks of consultation and ensuring that all the consultation responses have been carefully considered and taken into account.

## 5.6 Equalities and Diversity

5.6.1 An Equality Impact Assessment (EqIA) assesses whether a policy, strategy or approach affects any groups, in respect of the protected characteristics defined by the Equality Act 2010, and whether there is a significant positive, negative or neutral impact on groups before a policy is formally introduced. The protected characteristics are - age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation. The EqIA found the SPD to have a neutral or neutral/ positive impact on the Edgware communities.

## 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 was undertaken to inform the draft SPD. 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 Public consultation was undertaken for six weeks from 11 January to 22 February 2021 - further details are set out in the section above on public consultation. The responses received were assessed and used to inform and update the final version of the SPD.

## 5.9 Insight

5.9.1 N/A

## 1. BACKGROUND PAPERS

- a. 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>
- b. 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>
- c. 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>
- d. Barnet Development Management Policies DPD, September 2012  
<https://www.barnet.gov.uk/sites/default/files/assets/citizenportal/documents/planningconservationandbuildingcontrol/PlanningPolicy/LocalPlan/DPD/Barnet27sLocalPlanDevelopmentManagementPoliciesplanning.pdf>
- e. 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>
- f. Edgware Growth Area SPD Sustainability Appraisal, June 2021
- g. Edgware Growth Area SPD Equalities Impact Assessment, June 2021
- h. Edgware Growth Area SPD Consultation Statement, June 2021