

# North London Business Park, New Southgate

Local Planning Authority: Barnet  
Local Planning Authority reference: 21/4433/OUT

## Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008.

## The proposal

Hybrid planning application for the phased redevelopment of the North London Business Park to deliver a residential-led mixed use development.

The detailed element comprises up to 461 residential units in five blocks reaching 9 storeys, the provision of a 5 form entry secondary school, a gymnasium, a multi-use sports pitch and associated changing facilities

The outline element comprises up to 1,967 additional residential units in buildings ranging between 3-12 storeys, up to 7,148 sqm of non-residential floor space (use Class E and F) and public open space.

## The applicant

The applicant is **Comer Homes Group** and the architect is **Plus Architecture Limited**.

## Strategic issues summary

**Land use principles:** The proposed optimisation of this consented residential-led masterplan to deliver an uplift of up to 1,078 new homes over the extant consent at a site which is locally designated for residential led mixed use redevelopment is supported (paragraph 20-22).

**Housing:** The application proposes 10% affordable housing (67/33 London Affordable Rent / shared ownership). In the absence of a verified viability position, and noting the significant uplift in quantum proposed, this level of affordable housing is wholly unacceptable. The GLA Viability Team is rigorously scrutinising the submitted FVA to advance viability discussions and ensure that the maximum level of affordable housing is secured over the lifetime of the development. Review mechanisms are required and affordability levels must be secured via S.106 (paragraph 23-30).

**Urban design:** The proposed height and massing would have relatively significant visual prominence in this suburban context and would also impact upon the setting of the Metropolitan Open Land to the south and east. The applicant must provide additional views from within the Metropolitan Open Land to allow a full assessment of any harm to be undertaken. The applicant must also address issues in respect of housing quality, architecture, and height and massing (paragraph 31-46).

**Transport:** The applicant must provide additional information in respect to; the transport assessment, public transport impacts, public transport improvements, the proposed shuttle service and vehicle and cycle parking. Noting the proposed uplift in quantum, the Council must appropriately secure; a

contribution towards public transport improvements, vehicle and cycle parking, construction logistics, delivery and servicing and a travel plan (paragraph 54-63).

**Sustainable development:** Further information and clarification is required on the sustainable development strategies before compliance with the London Plan can be confirmed (paragraph 64-69).

### **Recommendation**

That Barnet Council be advised that the application does not comply with the London Plan for the reasons set out in paragraph 73. Possible remedies set out in this report could address these deficiencies.

## **Context**

1. On 21 September 2021 the Mayor of London received documents from Barnet Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008, the Mayor must provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.
2. The application is referable under the following categories of the Schedule to the Order 2008:
  - 1A: *Development which comprises or includes the provision of more than 150 houses, flats, or houses and flats*
  - 1C: *Development which comprises or includes the erection of a building more than thirty metres high and outside the City of London*
  - 3B: *Development which occupies more than 4 hectares of land which is used for Use Class B1 purposes and is likely to prejudice the use of that land for that use*
3. Once Barnet Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or, allow the Council to determine it itself.
4. The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 has been taken into account in the consideration of this case.
5. The Mayor of London's statement on this case will be made available on the GLA's public register: <https://planning.london.gov.uk/pr/s/>

## Site description

6. The 16.53-hectare site comprises four main buildings in campus style layout with multi-storey and surface car parks. The existing buildings total around 38,000 sq.m. of office and educational floorspace. The buildings have primarily been in office use since 2002 but are largely unoccupied at present. Previously, they served as the STC industrial telecoms production site and Nortel research centre. More recently Barnet Council occupied much of the office floorspace but have since relocated elsewhere. The formal social hall is in occasional use as a banqueting facility and St Andrew the Apostle School occupies one of the buildings on a temporary basis.
7. Approximately 13 hectares are unoccupied by buildings, comprising parkland-style landscaping, a lake, and a former sports facility at the northern end of the site. There are also several mature trees on site, many of which are protected by tree preservation orders. The lake, which was created in the 1980s, provides functional drainage and wildlife habitat.
8. The site is bounded to the west by the East Coast Mainline, and to the north and south by the backs of residential properties. Access is from a short frontage on Oakleigh Road South close to the railway bridge, whilst there is also a secondary frontage and access along Brunswick Park Road. There is a significant level change of around 24 metres across the site running down from north-west to south-east.
9. The surrounding area is generally suburban in character, comprising predominantly two storey semi-detached and terraced housing. Although part of the site is currently designated as an industrial business park; Local Plan Policy CS3 earmarks the wider site for residential-led mixed-use development.
10. The site is bounded by Network Rail train lines to the west. The nearest section of Strategic Road Network (SRN) is located approximately 2 kilometres northwest of the site at the A1000 High Road, whilst the nearest Transport for London Road Network (TLRN) is located at A406 North Circular Road Road/Bowes Road approximately 2 kilometres south-west of the site.
11. The site is not within reasonable walking distance of any station but access to Arnos Grove Station (Piccadilly Line) located 2 kilometres south of the site can be made by bus. The north section of the site is served by one bus route whilst the southern part is served by two routes. The Public Transport Accessibility Level (PTAL) rating of the site therefore ranges from 1b – 2 where 1 is the lowest and 6b represents the most accessible locations.

## Details of this proposal

12. Hybrid planning application for the phased redevelopment of the North London Business Park to deliver a residential-led mixed use development.

13. The detailed element comprises up to 461 residential units in five blocks reaching 9 storeys, the provision of a 5 form entry secondary school, a gymnasium, a multi-use sports pitch and associated changing facilities

14. The outline element comprises up to 1,967 additional residential units in buildings ranging between 3-12 storeys, up to 7,148 sqm of non-residential floor space (use Class E and F) and public open space. Across the masterplan the revised proposals would deliver an uplift in the following key metrics:

Land use	Extant	Proposed	Uplift
Residential	1,350 homes	2,428 homes	+1,078 homes
School	5 form entry	5 form entry	N/a
Flexible commercial	5,177 sq.m.	7,148 sq.m.	+1,971

Table 1: Existing v proposed consent

Phase	1 bedroom	2 bedroom	3 bedroom	4 bedroom	Total
One	166	196	90	9	<b>461</b>
Two	11	37	107	0	<b>155</b>
Three	85	315	85	0	<b>485</b>
Four	129	478	128	0	<b>735</b>
Five	104	385	103	0	<b>592</b>
<b>Total</b>	<b>495</b>	<b>1,411</b>	<b>513</b>	<b>9</b>	<b>2,428</b>

Table 2: Proposed housing mix

## Case history

15. Planning permission was granted at appeal in January 2020 by the Secretary of State for a hybrid application (LPA ref 15/07932/OUT, GLA ref 2017/3664/S2) for phased comprehensive redevelopment of the North London Business Park to deliver a residential led mixed-use development, including the detailed element comprising 360 residential units in five blocks reaching eight storeys, the provision of a 5 Form Entry Secondary School, a gymnasium, a multi-use sports pitch and associated changing facilities, and improvements to open space and transport infrastructure, including improvements to the access from Brunswick Park Road and the outline element comprising up to 990 additional residential units in buildings ranging from two to nine storeys, up to 5,177 sq.m. of non-residential floorspace (Use Classes A1-A4, B1 and D1) and 2.54 hectares of public open space, and associated site preparation/enabling works, transport

infrastructure and junction works, landscaping and car parking. Under the appeal decision the provision of a fully cleared school site was assessed as the equivalent of 20% on-site affordable housing and the scheme included the provision of 10% affordable housing. The scheme therefore provided for the equivalent of 30% affordable housing.

16. In August and October 2021 the GLA held a pre-application meeting with the applicant to discuss the redevelopment of the site. It was advised the proposed uplift of residential units within a residential-led mixed use scheme could be acceptable in line with London Plan policies subject to the reprovision of the school and nursery being appropriately secured. The proposals were noted not to accord with the locational requirements of London Plan Policy D9; therefore, the applicant was advised it should continue to engage with Council and address the potential impacts of its scheme as required by London Plan Policy D9C. Concern was raised that the densities being proposed would be unsustainable given the site's location relative to public transport, town centres, and other amenities. Other matters raised included housing, urban design, transport, and sustainable development.

### **Strategic planning issues and relevant policies and guidance**

17. For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the Barnet Core Strategy 2012, Barnet Development Management Policies Document 2012, and the London Plan 2021.

18. The following are relevant material considerations:

- The National Planning Policy Framework and National Planning Practice Guidance;
- The Affordable Housing and Viability SPG; and,
- The Barnet Draft Local Plan

19. The relevant issues, corresponding strategic policies and guidance (supplementary planning guidance (SPG) and London Plan guidance (LPG)), are as follows:

- Social infrastructure                      *London Plan;*
- Housing    *London Plan; Housing SPG; the Mayor's Housing Strategy; Play and Informal Recreation SPG; Character and Context SPG; Housing Design Standards draft LPG;*
- Affordable housing                      *London Plan; Housing SPG; Affordable Housing and Viability SPG; the Mayor's Housing Strategy;*
- Urban design                                      *London Plan; Character and Context SPG; Public London Charter LPG; Housing SPG;*

*Play and Informal Recreation SPG; Housing Design Standards draft LPG; Optimising Site Capacity: A Design-led Approach draft LPG; Fire Safety draft LPG;*

- Inclusive access *London Plan; Accessible London: achieving an inclusive environment SPG; Public London Charter LPG;*
- Transport and parking *London Plan; the Mayor's Transport Strategy; Sustainable Transport, Walking and Cycling draft LPG;*
- Sustainable development *London Plan; Circular Economy Statements draft LPG; Whole-life Carbon Assessments draft LPG; 'Be Seen' Energy Monitoring Guidance LPG; Urban Greening Factor draft LPG; London Environment Strategy;*
- Biodiveristy *London Plan; the Mayor's Environment Strategy; and,*
- Air quality *London Plan; the London Environment Strategy; Control of dust and emissions during construction and demolition SPG; Air Quality Neutral draft LPG*
- On 24 May 2021 a Written Ministerial Statement (WMS) was published in relation to First Homes. To the extent that it is relevant to this particular application, the WMS has been taken into account by the Mayor as a material consideration when considering this report and the officer's recommendation. Further information on the WMS and guidance in relation to how the GLA expect local planning authorities to take the WMS into account in decision making can be found [here](#). (Link to practice note)

## **Land use principles**

20. This site is allocated for residential-led mixed use redevelopment within the adopted local plan and the principle of development is established by the extant consent granted at appeal in January 2020 by the Secretary of State for a hybrid application (LPA ref 15/07932/OUT, GLA ref 2017/3664/S2) for phased comprehensive redevelopment of the North London Business Park to deliver a residential led mixed-use development, including the detailed element comprising 360 residential units in five blocks reaching eight storeys, the provision of a 5 Form Entry Secondary School, a gymnasium, a multi-use sports pitch and associated changing facilities, and improvements to open space and transport infrastructure, including improvements to the access from Brunswick Park Road and the outline element comprising up to 990 additional residential units in buildings ranging from two to nine storeys, up to 5,177 sq.m. of non-residential floorspace (Use Classes A1-A4, B1 and D1) and 2.54 hectares of public open

space, and associated site preparation/enabling works, transport infrastructure and junction works, landscaping and car parking. The extant masterplan consent secured an overall affordable housing provision of 10% on site provision (70% / 30% in favour of affordable rent).

21. The applicant is seeking to amend and optimise the extant consent as discussed in paragraph 15 above. This would result in an uplift of up to 1,078 new homes over the extant consent. This proposed intensification would provide a significant increase in housing supply and is supported in principle. However, to ensure such intensification is sustainable it is critical that the scheme addresses adopted London Plan policy and that the proposed uplift in development quantum is matched by an appropriate increase in any linked contributions for essential mitigation. Furthermore, in the absence of a Fast Track affordable housing offer the applicant must demonstrate that this scheme will deliver the maximum level of affordable housing over the lifetime of the development.
22. In this case the applicant is proposing a 1,078-unit uplift in housing and an additional 1,971 sq.m. of commercial floorspace. Further to the assessment below, the uplifts in housing and non-residential floorspace as part of the broader optimisation of the masterplan is supported.

## Housing

23. Policy H1 sets out the requirements for boroughs to achieve the increased housing supply targets set out in Table 4.1, which identifies a ten-year housing completion target of 23,640 for Barnet Council. The application proposes a total of 2,428 new homes which represents an uplift of 1,078 above the existing extant consent. The housing offer is detailed below:

Unit size	Affordable rent	Shared ownership	Market	Total
1 bedroom	20	20	455	<b>495</b>
2 bedroom	93	60	1,258	<b>1,411</b>
3 bedroom	50	0	420	<b>470</b>
4 bedroom	0	0	52	<b>52</b>
<b>Total</b>	<b>163</b>	<b>80</b>	<b>2,185</b>	<b>2,428</b>

Table 3: Housing provision by habitable room

24. London Plan Policy H4 seeks to maximise affordable housing delivery, with the Mayor setting a strategic target for 50% of all new homes to be genuinely affordable. London Plan Policy H5 states that the threshold level of affordable housing is a minimum of 35%, or 50% for public sector land and industrial land appropriate for residential uses in accordance with London Plan Policy E7 where the scheme would result in a net loss of industrial capacity. Policy H5 states that schemes can follow the fast-track viability route and are not required to submit

viability information nor be subject to a late stage viability review if they meet or exceed the relevant threshold level of affordable housing on site without public subsidy; are consistent with the relevant tenure split; meet other relevant policy requirements and obligations to the satisfaction of the borough and the Mayor where relevant; and demonstrate that they have taken account of the strategic 50% target and have sought grant to increase the level of affordable housing.

25. Policy H6 of the London Plan sets out a preferred tenure split of at least 30% low cost rent (London Affordable Rent or social rent), at least 30% intermediate (with London Living Rent and shared ownership being the default tenures), and the remaining 40% to be determined by the local planning authority taking into account relevant Local Plan policy. It is the expectation, however, that the remaining 40% is weighted towards affordable rented products. The affordability of intermediate units must be in accordance with the Mayor's qualifying income levels, as set out in the Mayor's Affordable Housing and Viability SPG, and the London Plan Annual Monitoring Report, including a range of income thresholds. Affordability thresholds must be secured in the section 106 agreement attached to any permission, as well as the relevant review mechanisms. In the absence of a Fast Track compliant affordable housing offer and noting the scale and anticipated phased nature of scheme delivery, GLA officers are of the view that early, mid and late-stage review mechanisms are appropriate in this case. GLA officers seek the opportunity to review S.106 clauses in this regard prior to the Mayor's decision making stage.
26. The Barnet Local Plan establishes a borough-wide target that 40% of housing provision should be affordable, the maximum reasonable amount of affordable housing will be required on site, subject to viability.
27. The applicant is proposing 10% affordable housing (by habitable room) at a tenure split of 67/33 in favour of London Affordable Rent. In the absence of a verified viability position, and noting the significant uplift in quantum proposed, this level of affordable housing is wholly unacceptable. The GLA Viability Team is rigorously scrutinising the submitted FVA to advance viability discussions and to ensure that the maximum level of affordable housing is secured over the lifetime of the development. In this context GLA officers seek further discussions with the applicant and Barnet Council regarding affordable housing provision and affordability levels. Affordability levels must be confirmed at the Mayor's decision making stage and appropriately secured as part of any future planning permission.

#### Housing mix

28. London Plan Policy H10 states that schemes should generally consist of a range of unit sizes and sets out several factors that should be considered when determining the appropriate housing mix of a scheme, including the nature and location of a site. This policy also states that a higher proportion of one- and two-bed units may be more appropriate in locations with higher public transport access and connectivity. The applicant is proposing 20% of the masterplan as 1-bedroom units, 58% as 2- having regard to the principles of policy H10 of the London Plan.



## Playspace

29. Policy S4 of the London Plan states that development proposals should incorporate high quality, accessible play provision for all ages, of at least 10 sq.m. per child. Play space provision should normally be provided on-site. However, off-site provision may be acceptable where it can be demonstrated that this would address the needs of the development and can be provided nearby within an accessible and safe walking distance. In these circumstances contributions to off-site provision should be secured by a section 106 agreement. Play space provision should be available to all housing tenures to promote social inclusion. The requirement should be based on the GLA Population Yield Calculator. The detailed element of the scheme would generate a playspace requirement of 1,586 sq.m. The applicant is proposing a playspace of provision of 450 sq.m.. Whilst it is noted that for the youngest ages doorstep playspace is provided within the internal courtyards of each building there would still be a significant shortfall which needs to be addressed. The applicant should continue to explore options to provide playspace on site and as a last resort where this is not possible agree a mitigation package with the LPA.
30. The quantum and design of these playspaces and any mitigation must be appropriately secured as part of any future planning permission for both the outline and detailed elements of the scheme.

## **Urban design**

31. Chapter 3 of the London Plan sets out key urban design principles to guide development in London. Design policies in this chapter seek to ensure that development optimises site capacity; is of an appropriate form and scale; responds to local character; achieves the highest standards of architecture, sustainability and inclusive design; enhances the public realm; provides for green infrastructure; and respects the historic environment.

## Optimising development capacity and residential density

32. London Plan Policy D3 encourages the optimisation of sites, having regard to a site's context and capacity for growth, and existing and planned supporting infrastructure capacity, including transport. It also states that higher density developments should generally be promoted in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling, in accordance with Policy D2 'Infrastructure requirements for sustainable densities'. Where these locations have existing areas of high density buildings, expansion of the areas should be positively considered by boroughs where appropriate, including Opportunity Areas. Policy D3 also states that the designed optimisation of sites should consider details of form, layout, experience, quality and character. The higher the density of a development, the greater the level of design scrutiny that is required, particularly qualitative aspects, as described in Policy D4 of the London Plan, which also states that proposals that exceed 350 units per hectare, or include a tall building should be subject to a greater level of design scrutiny.

33. The density of the proposed scheme would be approximately 147 units per hectare. In terms of public transport, the site has an existing PTAL of 1b-2 on a scale of 0-6b where 6b represents the most accessible locations. There has been extensive design scrutiny during pre-application discussions which were undertaken with planning and design officers at the Council, Transport for London and the GLA. The scheme was also presented to the Council's design review panel in April 2021. Design, transport, connectivity, and other concerns raised in this report will need to be addressed before such a density scheme can be supported.

#### Development layout and public realm

34. The layout of the proposed development is in broad conformity with the existing development on site and consented arrangement. Across the wider masterplan the proposals would introduce several perimeter blocks arranged around internal courtyards with a larger area of public realm located within the centre of the site. Flexible ground floor uses are to be located along public routes within ground floor units. The detailed component of the scheme would be concentrated in a linear arrangement spanning from the western edge of the site to the east just north of the proposed school development to the south. The Council should appropriately secure parameter plans and public realm provision/design for the outline element of the scheme.

#### Scale and massing

35. London Plan Policy D9 states that development plans should define what is considered a tall building for specific localities (although not less than 6 storeys or 18 metres) and identify suitable locations; and identify appropriate tall building heights on maps in Development Plans (Parts A and B). Policy D9 also sets out further requirements for assessing tall buildings (Part C) including addressing visual, functional, environmental and cumulative impacts.

36. Barnet's local plan defines a tall building as one which is eight storeys or more and identifies locations where they may be appropriate. By this definition the proposal would include tall buildings. The detailed component of these proposals would range in height up to 9-storeys whilst the outline element would range in height between 3-12 storeys.

37. The site is not located within an area which has been designated as suitable for a tall building in locational terms. GLA officers nevertheless note that the proposals have been arrived at through collaborative discussions with the borough through the pre-application process and have been reviewed by the boroughs design review panel. GLA officers note that the application would not accord with the locational requirement set out in Part B of Policy D9. This issue of non compliance will need to be considered in the planning balance at the Mayor's decision making stage having regard to an assessment of the scheme against the qualitative criteria set out in Part C of London Plan Policy D9 and other material considerations and public benefits – including the level of affordable housing proposed. With respect to Part C of Policy D9, it must be demonstrated

to the satisfaction of the GLA and LPA that the visual, functional, environmental and cumulative impacts referred to below have been appropriately addressed.

38. In summary the development includes tall buildings that depart from the locational requirement of London Plan Policy D9. The appropriateness of tall buildings will need to be considered with regard to the extent to which all other tall building assessment criteria have been addressed, as well as the other material considerations of the case and secured public benefits. An update will be provided at the Mayor's decision making stage.

#### Internal quality

39. London Plan Policy D6 promotes quality in new housing provision, with further standards and guidance set out in the Mayor's Housing SPG (2016) and the emerging London Plan Guidance on Good Quality Housing. Single aspect units are only acceptable by exception where it can be demonstrated that adequate passive ventilation, daylight and privacy can be achieved, avoiding overheating.
40. There would be a significant number of single aspect north facing units within Block 1D, 1C, 1E and 1F the applicant should explore options to reduce the proportion of single aspect units particularly where these would be north facing. Within Block 1C there would also be in excess of eight dwellings per floor within Block 1C, whilst it is noted an additional staircase is present this should be revisited with corridor widths and natural daylight/ventilation strategies should be addressed.

#### Architectural quality

41. The approach to the façade should set an exemplar standard of architectural and urban design, with the material palette and detailing being appropriate to the specific site, its use and the established local character. The form and appearance should complement and improve the public realm and consider sustainable design principles in terms of lifecycle assessment, embodied energy, allowing natural daylighting and passive ventilation, mitigate wind and reflectivity and improve visual and acoustic privacy as well as safety and security. The character area studies (which includes precedent imagery) does not contain sufficient information on the proposed materiality and façade expression. This must be provided prior to the Mayor's decision making stage. For the outline element the Council must secure a design code which sets out the detailed architectural quality to be delivered.

#### Views and impact to Metropolitan open land

42. The applicant has provided one view from within the MOL to the south, additional views should be provided from the extensive area of MOL to the south of the site to allow for a full assessment of the potential harm to be assessed. GLA officers acknowledge that whilst the scheme will be visible from within the MOL there is no encroachment into the MOL. However, based on the information currently available it appears that the proposed height and massing would have a significant effect on the setting of the Metropolitan Open Land to the south and

east. The applicant must provide additional views from within the Metropolitan Open Land to allow a full assessment of any harm to be undertaken.

### Fire safety

43. In line with Policy D12 of the London Plan the application has been accompanied by a fire statement for both the detailed and outline elements, prepared by a suitably qualified third party assessor, demonstrating how the development proposals would achieve the highest standards of fire safety, including details of construction methods and materials, means of escape, fire safety features and means of access for fire service personnel.
44. Further to the above, Policy D5 within the London Plan seeks to ensure that developments incorporate safe and dignified emergency evacuation for all building users. In all developments where lifts are installed, as a minimum, at least one lift per core (or more subject to capacity assessments) should be a suitably sized fire evacuation lift suitable to be used to evacuate people who require level access from the buildings. The Council must appropriately secure an agreed strategy as part of any future planning permission for both the outline and detailed components of the scheme.

### Inclusive access

45. Policy D5 of the London Plan seeks to ensure that new development achieves the highest standards of accessible and inclusive design (not just the minimum). All schemes should ensure that the development: can be entered and used safely, easily and with dignity by all; is convenient and welcoming (with no disabling barriers); and provides independent access without additional undue effort, separation or special treatment. Applications also meet the requirements of paragraph 3.5.3 of London Plan Policy D5.
46. Policy D7 of the London Plan requires that at least 10% of new build dwellings meet Building Regulation requirement M4(3) 'wheelchair user dwellings' (designed to be wheelchair accessible or easily adaptable for residents who are wheelchair users); and all other new build dwellings must meet Building Regulation requirement M4(2) 'accessible and adaptable dwellings'. The application documents confirm that for the detailed element of the scheme 10% of the dwellings have been designed to comply with Building Regulations requirement Part M4(3), whilst the remaining homes have been designed to comply with Building Regulations requirement Part M4(2). The Council must secure M4(2) and M4(3) requirements by condition as part of any permission for both the detailed and outline elements of the scheme.

### **Heritage**

47. The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the statutory duties for dealing with heritage assets in planning decisions. In relation to listed buildings, all planning decisions should "have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses" and in relation to

conservation areas, “special attention should be paid to the desirability of preserving or enhancing the character or appearance of that area”.

48. The NPPF states that when considering the impact of the proposal on the significance of a heritage asset, great weight should be given to the asset's conservation and the more important the asset, the greater the weight should be. Where a proposed development will lead to ‘substantial harm’ to or total loss of the significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Where a development will lead to ‘less than substantial harm’, the harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Any harm must be given considerable importance and weight.
49. The NPPF states that in weighing applications that affect non-designated heritage assets, a balanced judgement is required having regard to the scale of any harm or loss and the significance of the heritage asset.
50. London Plan Policy HC1 states that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets’ significance and appreciation within their surroundings. Development proposals should avoid harm and identify enhancement opportunities. This policy also applies to non-designated heritage assets.
51. There is one listed heritage asset in close proximity to the site, which falls within the New Southgate Cemetery located directly east of the site. The Grade II listed Memorial to German First World War Internees.
52. Having regard to the statutory duties in respect of listed buildings in the Planning (Listed Buildings and Conservation Areas) Act 1990, and the NPPF in relation to heritage assets, GLA officers consider that the proposed redevelopment of the site would cause less than substantial harm to the historic significance of the asset. The harm identified must be given considerable importance and weight and the proposals do not comply with London Plan Policy HC1 which requires development proposals to conserve the significance of heritage assets. In accordance with the provisions of the NPPF the harm should be weighed against the public benefits of the proposal.
53. GLA officers will provide an update at the Mayor’s decision making stage accordingly, having regard to the public benefits of the scheme further to Barnet Council’s consideration of the proposal and the receipt of a draft decision and any draft Section 106 agreement.

## **Transport**

### Transport assessment

54. In line with London Plan Policy T4 the applicant must provide a transport assessment which sets out a cumulative assessment of the impact on public

transport and road network in the area. In this case, committed development includes the school and residential units already approved on site, as well as other relevant developments nearby. Until this is undertaken, TfL is unable to confirm whether the proposed impact on the transport networks will require mitigation.

55. The proposals are supported by an Active Travel Zone (ATZ) assessment which is welcomed. The proposed offsite measures should be agreed and secured by section 106 or 278 agreement as appropriate.

#### Public transport impacts

56. The applicant has set out proposals to improve bus access to the site, which TfL welcomes. These include providing a new pedestrian link to Russell Lane and the bus stops serving route 125, as well as a contribution to increase frequency on route 382 to the east. TfL requests that the previously agreed contribution to mitigate additional bus trips; £825,000 is secured with indexation and uplifted in line with the increase in development quantum.

57. The applicant proposes new traffic signals on Brunswick Park Road, TfL is concerned this will cause delays to 382, so conflicts with overall objective of encouraging mode shift. This must be considered further.

#### *Shuttle service*

58. The applicant proposes to run shuttle bus services from site to offsite destinations. The applicant should clarify on basis these services are offered. The area is already served by the bus network which is operated and regulated by TfL. If shuttle services are to be operated, they must not impact on the local interchanges or bus stops; the location of proposed drop-off/ pick-up locations must also be clarified.

#### Car parking

59. London Plan Policy T1 sets mode shift targets for London as part of the strategic approach to target. The applicant's car parking strategy states that 367 car parking spaces are proposed for phase 1 of the development. The applicant needs to confirm the approach to car parking for this and later phases of development. To support mode shift set out in the London Plan, would require car parking restraint from the outset and level of car parking proposed for phase 1 does not represent sufficient restraint to support mode shift.

60. The approach to Blue Badge accessible and Electric Vehicle charging accords with London Plan policy. These should be secured through a site wide car parking management plan.

#### Cycle parking

61. Based on the proposal for 461 units in phase 1, 658 long stay, and 13 short stay spaces are required. Details of the location and design of these spaces should be

provided in accordance with London Cycle Design Standards (LCDS) including 5% for larger or adapted bikes. For Phases 2 to 5, there are 1,967 units, so the applicant should provide 2,998 long stay and 51 short stay spaces. Indicative layouts should also be provided, and the quantum and detailed design secured by condition. For other land uses, the applicant must clarify the details of provision in accord with London Plan standards and LCDS.

#### Travel planning, deliveries and servicing and construction logistics

62. The Travel Plan, Car Park Management Plan, Delivery and Servicing Plan, and Construction Logistics Plan should be secured by planning condition or within the planning agreement.

#### Transport conclusion

63. The applicant must provide additional information in respect to; the transport assessment, public transport impacts, public transport improvements, the proposed shuttle service and vehicle and cycle parking. The Council must appropriately secure; a contribution towards public transport improvements, vehicle and cycle parking, construction logistics, delivery and servicing and a travel plan.

## **Sustainable development**

#### Energy strategy

64. In accordance with the principles of Policy SI2 of the London Plan, the applicant has submitted an energy statement, setting out how the development proposes to reduce carbon dioxide emissions. In summary the proposed strategy comprises: energy efficiency measures (including a range of passive design features and demand reduction measures). Additional information is required before the reduction in regulated CO2 emissions can be confirmed. Appropriate conditions must be imposed in relation to the outline element of the proposals to make sure London Plan targets are met. The applicant should provide a commitment that the development is designed to allow future connection to a district heating network. The applicant is proposing renewable technologies, comprising photovoltaic panels and air source heat pumps. The applicant should reconsider the PV provision and provide a detailed roof layout demonstrating that the roof's potential for a PV installation has been maximised and clearly outlining any constraints to the provision of further PV.

#### Whole Life Carbon

65. London Plan Policy SI2 states that development proposals referable to the Mayor should calculate whole life-cycle carbon emissions through a nationally recognised Whole Life-Cycle Carbon Assessment and demonstrate actions taken to reduce life-cycle carbon emissions.

66. The applicant should submit a WLC assessment template in full. This is important to allow results to be recorded and tracked through to the post-construction stages, and to allow a proper review of the results against material quantities and other assumptions made. As per the GLA 'Whole Life-cycle Carbon Assessment – draft for consultation – guidance document' this assessment should comply with EN 15978 and cover all building elements. Two assessments are required to be submitted through the GLA WLC template – one that does not account for decarbonisation of the grid (Assessment 1) and another that does account for decarbonisation to both operational and embodied carbon (Assessment 2). Carbon emissions during lifecycle modules A1-A5 and B1 of Assessment 2 should not include the decarbonised figures. Please refer to the GLA WLC guidance documents and RICS PS for more details. Further guidance can be found at: <https://www.london.gov.uk/what-we-do/planning/london-plan/london-plan-guidance/whole-life-cycle-carbon-assessments-guidance>

### Circular Economy

67. Policy SI7 of the London Plan requires development applications that are referable to the Mayor of London to submit a Circular Economy Statement, whilst Policy D3 requires development proposals to integrate circular economy principles as part of the design process. The Council must agree and secure the proposed strategy. The application should also be conditioned to submit a post-construction assessment to report on the development's actual WLC emissions for both elements of the scheme.

### Urban greening

68. London Plan Policies G1 and G5 embed urban greening as a fundamental aspect of site and building design. Features such as street trees, green roofs, green walls, rain gardens, and hedgerows should all be considered for inclusion and the opportunity for ground level urban greening should be maximised. The applicant has calculated that the scheme would achieve an Urban Greening Factor score of 0.42 across the completed masterplan, this exceeds the target of 0.4. The Council must secure all greening measures to ensure the target is met for both elements of the scheme.

### Air quality

69. London Plan Policy SI1 states that development proposals should not lead to further deterioration of existing poor air quality, create any new areas that exceed air quality limits, or delay the date at which compliance will be achieved in areas that are currently in exceedance of legal limits or create unacceptable risk of high levels of exposure to poor air quality. The London Borough of Barnet have declared the whole borough an Air Quality Management Area. The applicant has provided an air quality assessment which identifies that the proposed development would not require mitigation measures other than during the construction phase of the development. The Council should identify all appropriate mitigation (particularly in respect to transport) and appropriately secure these as part of any future planning permission.



## Local planning authority's position

70. Barnet Council planning officers are currently assessing the application. In due course the Council will formally consider the application at a planning committee meeting.

## Legal considerations

71. Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged; or, direct the Council under Article 6 of the Order to refuse the application; or, issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application (and any connected application). There is no obligation at this stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's statement and comments.

## Financial considerations

72. There are no financial considerations at this stage.

## Conclusion

73. London Plan policies on land use principles, housing, affordable housing, urban design, transport and sustainable development are relevant to this application. Whilst the proposal is supported in principle, the application does not currently comply with these policies, as summarised below:

- **Land use principles:** The proposed optimisation of this consented residential-led masterplan to deliver an uplift of up to 1,078 new homes over the extant consent at a site which is locally designated for residential led mixed use redevelopment is supported.
- **Housing:** The application proposes 10% affordable housing (67/33 London Affordable Rent / shared ownership). In the absence of a verified viability position, and noting the significant uplift in quantum proposed, this level of affordable housing is wholly unacceptable. The GLA Viability Team is rigorously scrutinising the submitted FVA to advance viability discussions and ensure that the maximum level of affordable housing is secured over the lifetime of the development. Review mechanisms are required and affordability levels must be secured via S.106.
- **Urban design:** The proposed height and massing would have relatively significant visual prominence in this suburban context and would also impact

upon the setting of the Metropolitan Open Land to the south and east. The applicant must provide additional views from within the Metropolitan Open Land to allow a full assessment of any harm to be undertaken. The applicant must also address issues in respect of housing quality, architecture, and height and massing.

- **Transport:** The applicant must provide additional information in respect to; the transport assessment, public transport impacts, public transport improvements, the proposed shuttle service and vehicle and cycle parking. Noting the proposed uplift in quantum, the Council must appropriately secure; a contribution towards public transport improvements, vehicle and cycle parking, construction logistics, delivery and servicing and a travel plan.
- **Sustainable development:** Further information and clarification is required on the sustainable development strategies before compliance with the London Plan can be confirmed.

---

for further information, contact GLA Planning Unit (Development Management Team):

**Connaire O'Sullivan, Principal Strategic Planner (case officer)**

email: [Connaire.OSullivan@London.gov.uk](mailto:Connaire.OSullivan@London.gov.uk)

**Graham Clements, Team Leader – Development Management**

email: [Graham.Clements@London.gov.uk](mailto:Graham.Clements@London.gov.uk)

**Allison Flight, Deputy Head of Development Management**

email: [Alison.Flight@London.gov.uk](mailto:Alison.Flight@London.gov.uk)

**John Finlayson, Head of Development Management**

email: [John.Finlayson@London.gov.uk](mailto:John.Finlayson@London.gov.uk)

**Lucinda Turner, Assistant Director of Planning**

email: [Lucinda.Turner@London.gov.uk](mailto:Lucinda.Turner@London.gov.uk)

---

We are committed to being anti-racist, planning for a diverse and inclusive London and engaging all communities in shaping their city.