

Colindale

Area Action Plan

Supporting Documents

Baseline Report
September 2007



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I. Introduction



Introduction

The team

Urban Practitioners was commissioned by the London Borough of Barnet in July 2007 to prepare an Area Action Plan (AAP) for Colindale. The Urban Practitioners' consultant team includes Rick Mather Architects, property specialists Donaldsons LLP and transport consultants Colin Buchanan.

The Baseline Report

This document is the Colindale Area Action Plan Baseline Report which sets out the research and analysis which will form the basis for the preparation of the Area Action Plan. The AAP will be a statutory document which will set out comprehensive planning policies for Colindale.

The site

Colindale is situated on the High Barnet Branch of the Northern Line in the sub-region of North London. The study area is shaped largely by two boundaries; to the west, the A5, and to the east, the M1 and West Coast Mainline. Several sites in North London are identified in the London Plan as having capacity for increased densities. One of these is Colindale, which is currently identified in the London Plan as an Area of Intensification, but in the draft Further Alterations to the London Plan as an Opportunity Area with a minimum capacity for 10,000 homes and 500 jobs. This growth will bring a transformation to the site and to the

Colindale Study Area



wider area.

The London Borough of Barnet, in which the study area sits, is characterised by low densities, tree-lined streets, open spaces. Yet Colindale's built environment presents a stark contrast to character of the rest of the borough, with high density housing estates and a poor public realm.

Key sites and features of the study area include, at the heart of the study area, Grahame Park, a 1970s housing estate, the RAF museum, Barnet College, the London Metropolitan Police Training Establishment (the Peel Centre), Colindale Hospital and the British Library's newspaper archive.

Colindale benefits from good strategic connections in and out of London: Colindale underground station sits at the heart of the Area Action Plan area, providing access to central London in 23 minutes. Bus services include 5 to Edgware as well as connections to Mill Hill Broadway, Burnt Oak Underground Station, Brent Cross, Kilburn Park and Wembley Central. Local road connections include the A5 and A41 with good connections to the A1 and M1.

The emerging issues

Through initial appraisal and discussion with key Council officers and landowners the project team has

identified a number of particular issues affecting Colindale which need to be addressed through urban design and management elements of the AAP. These include:

Transport connections across the site - cul-de-sacs frustrate movement within Colindale and make neighbourhoods unsafe. The A5 and M1 act as barriers within and to the east of the study area. The study area is car-dominated generally.

Opportunity sites - Colindale has some of the largest opportunity sites in Barnet outside the Cricklewood/Brent Cross regeneration area.

Cohesion and identity – Colindale is negatively perceived as a deprived area and does not attract visitors.

Poor quality public realm – A poor quality environment reinforces negative perceptions of Colindale. The shopping centre at the heart of the Grahame Estate is particularly poor.

AAP and baseline report

As part of the AAP production process, the primary objective of this document is to gather information about the study area which will comprehensively inform the key objectives of the AAP. As such, this baseline report is intended to be in keeping with the Planning and Compulsory Purchase Act 2004, which establishes a new basis for local



A. Colindale Station

B. Grahame Park Estate

C. Colindale Avenue

authority statutory plan making, the Local Development Framework (LDF). The LDF is intended to replace the existing Unitary Development Plan (UDP) and places greater emphasis on public consultation and engagement. The LDF establishes a new vehicle for developing planning policy for areas which will undergo major change, the Area Action Plan. Planning Policy Statement (PPS) 12 states that:

'Area Action Plans should be used to provide the planning framework for areas where significant change or conservation is needed. A key feature of Area Action Plans will be the focus on implementation. They should:

- i. deliver planned growth areas;
- ii. stimulate regeneration;
- iii. protect areas sensitive to change;
- iv. resolve conflicting objectives in areas subject to development pressures; or
- v. focus the delivery of area based regeneration initiatives.

The process for developing and adopting an Area Action Plan is clearly set out in PPS12, and involves considerable informal and formal public consultation and participation.

The key objectives of the Area Action

Plan for Colindale, as set out in the brief, are as follows:

(i) Provide a coherent framework to guide and deliver future strategic development, in accordance with the Barnet Three Strands Approach and the Mayor's London Plan and SRDF.

(ii) Identify and plan specific opportunities for new mixed use and residential development that would need to meet a range of housing types, choices and mix to reflect local need. It should also enable the realisation identified in the Mayor's London Plan for future new homes and jobs in North London and contribute towards meeting local and regional strategic housing targets.

(iii) Improve the quality and attractiveness of the transport network / infrastructure and encourage the use of sustainable modes. The significant increase in travel resulting from proposed growth will need to be addressed. A coherent and well-designed pedestrian network, the creation of a high quality transport interchange, and identifying potential highway improvements (such as a new link road between Colindale Avenue and Montrose Avenue and the improvement of the junction of Colindale Avenue with the Edgware Road) will assist in ensuring the transport infrastructure will meet the future travel needs of the area.

(iv) Assist in the coordination of other infrastructure requirements: social, economic, physical and environmental and educational (particularly the provision of at least one new primary school and the relocation of Barnet College within the Area Action Plan area closer to public transport nodes and in order to release a key education site for new school provision).

(v) Identify appropriate linkages, connectivity, permeability and development phasing necessary to deliver the proper planning of the area.

(vi) Assist the development of a framework and mechanism for pooling of planning obligations through Section 106 planning legal agreements to deliver the necessary infrastructure requirements of the area, building upon existing secured S.106 funding from approved developments and Government grants/TfL spending programmes.

(vii) Identify appropriate delivery mechanisms to ensure that the objectives of the Area Action Plan in sustainable development terms can be delivered within an agreed timescale.

(viii) Plan for carbon free development by 2016.

(ix) Provide a clear and robust framework in which the Council, as



Primary School, Lanacre Avenue

local planning authority and the Mayor of London as the strategic planning authority can make decisions on related planning applications.

The Colindale AAP Baseline Report covers the following issues:

- a review of socio-economic issues;
- strategic and local planning policy context;

- an overview of conservation issues;
- a review of the transport network;
- an urban design analysis of Colindale; and
- a review of the local property market.

2. Socio-economic context

2.

Socio-economic context

Introduction

This section provides a socio-economic profile for the Colindale Action Plan area, as defined within the red-line boundary in the adjacent plan. This profile represents an overview of the social and economic context.

Socio-economic data is taken from the Office for National Statistics (ONS), the Greater London Authority (GLA) and from the Metropolitan Police Crime Statistics database, and is presented for comparison at ward, borough, regional and national levels.

As the study area falls within the Colindale ward of Barnet, data for this ward is considered as being illustrative of the study area, although it should be noted that this data covers a slightly larger area than the study area itself.



Study area - aerial photo

Population Growth and Age Structure

Barnet's population was estimated to be 329,681 in mid 2005 (ONS Population Estimates Unit) and is projected to be 338,600 in 2007. The GLA 2005 population projection for Barnet for 2016 is 359,831. During the period 1991 - 2001 Barnet was the fastest growing outer London borough.

Chart 2.1 provides an overview of the key statistics relating to the age structure of Colindale ward compared with Barnet, London and England as a whole.

The chart displays Colindale's above-average proportion of young people (0-15) and a low proportion of older people (65+). The ward is located in a London borough which has a higher-than-average number of older people. Colindale's age group 20 - 44 is similar to that of London, but above the borough level. The fastest growing age group will be 45 - 64.

Population density

Colindale is a high density ward situated within a low density suburb. The ward's population density (number of persons per hectare) is higher than the average for London, at 52.47 (Colindale) compared with 45.62 (London). The population density for the borough is 36.2.

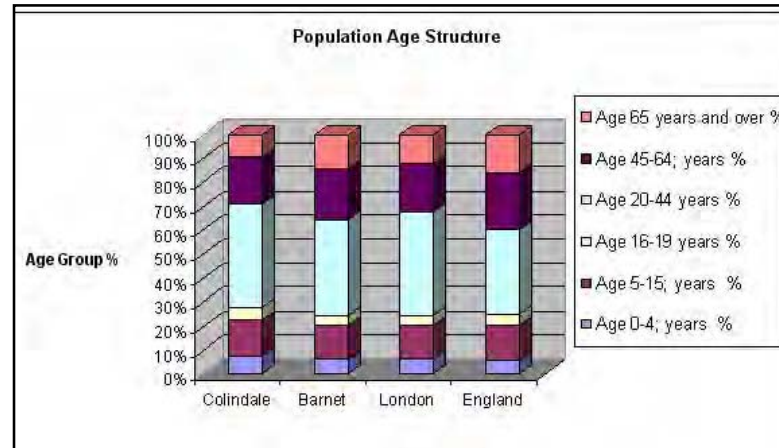


Chart 2.1: Age Structure (source: National Statistics census 2001)

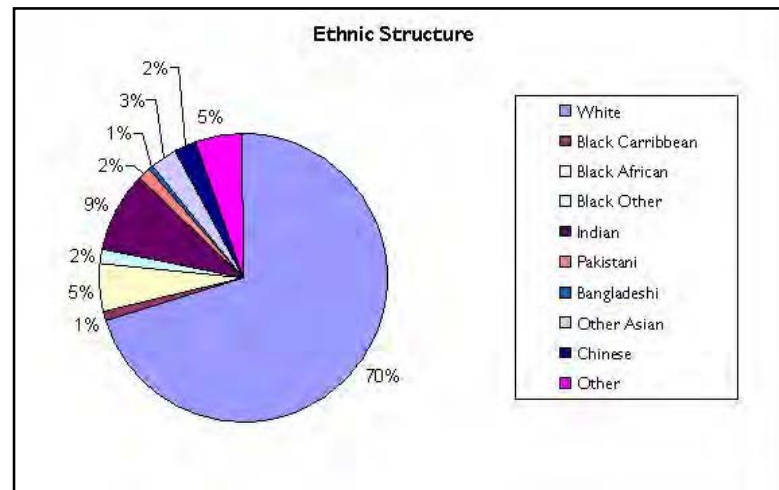


Chart 2.2: Ethnic Composition (source: National Statistics census 2001)

Ethnic Groups

Chart 2.2 shows illustrates Barnet's ethnic diversity. The borough has a 70% white majority, but significant Indian (9%) and Black African groups (5%). Charts 2.3 and 2.4 reveal Colindale's large ethnic minority populations compared with those of Barnet Borough.

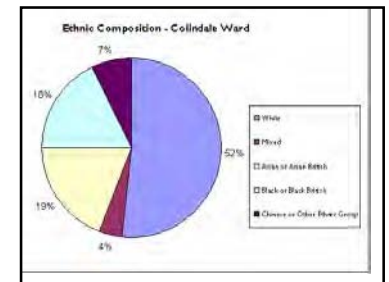


Chart 2.3: Ethnic Composition in Colindale (source: National Statistics census 2001)

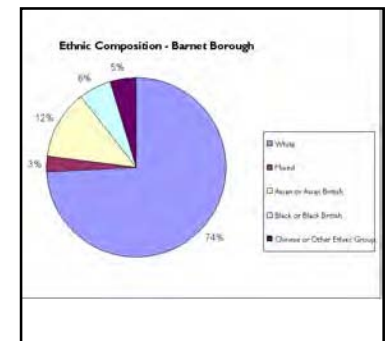


Chart 2.4: Ethnic Composition in Barnet (source: National Statistics census 2001)

Of the London boroughs, Barnet had the 9th highest number of National Insurance Registrations by overseas nationals in 2007 (GLA, 2007), indicating a high rate of in-migration.

Life expectancy and health

Life expectancy in Barnet is estimated to be 78.4 years for men, 86.2 years for women. This is around two years longer than the national average. (76 years for men, 80 for women across England). 72.5% Residents within Barnet considered themselves to be in 'good' health, 21.2% considered themselves to be in 'fairly good health' and 7.3 % considered themselves to be in 'poor health'. Within Colindale, this latter figure was slightly higher at 8.4%, but roughly consistent with the average for London (8.2%).

Education and skills

In 2001 the percentage of pupils attaining 5+ GCSEs with A* to C was 64 Barnet compared with 56 England. Yet the borough's comparatively high educational standard does not translate to Colindale Ward: as table 2.5 shows, the number of people with no qualification is higher in Colindale than across London, or in Barnet. The numbers for those attaining Levels 1, 2 and 3 are roughly similar across ward, borough and region, yet the number of people attaining Level 4/5 is strikingly high for Barnet (35.5%), and strikingly

low for Colindale (26.9%) compared to the London average (31%).

Employment

Barnet has a high and growing number of self-employed people compared with London and England, and a low unemployment rate of 3.4% (the highest unemployment rate among London boroughs was 8.4%) (GLA, 2005). However, economic inactivity among Colindale residents is high (37.5%) compared with the average for Barnet Borough (32.1%), reflecting higher unemployment rates and larger proportions of younger and older age groups within the ward.

Average gross weekly pay for employees in Barnet is higher than the London average, at £546.60 compared with £527. But Colindale ward has the lowest household incomes of all the wards in the borough (ONS, 2001).

VAT registrations are highest among small to medium-sized enterprises (SMEs) with 0-5 employees, and higher than the London average, although in general VAT registered companies per 10,000 adults have been falling over the last 5 years, and are now similar to those of London in general.

Table 2.6 shows Barnet's employment structure. Colindale's strong sectors are wholesale retail and trade, transport, storage, hotels and catering and

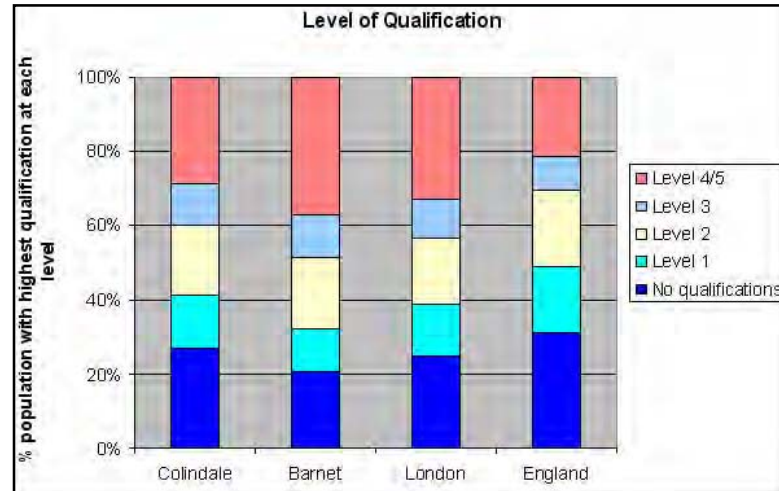


Chart 2.5: Ethnic Composition (source: National Statistics census 2001)

Sector	Colindale	Barnet	London	England
Agriculture, hunting, forestry	0.3	0.41	0.33	1.45
Fishing	0	0	0	0
Mining and quarrying	0.05	0.09	0.14	0.25
Manufacturing	6.18	6.77	7.63	14.83
Electricity; gas and water supply	0.26	0.26	0.33	0.71
Construction	5.19	4.39	5.26	6.76
Wholesale and retail trade	20.08	16.59	14.41	16.85
Hotels and catering	6.22	4.21	4.62	4.73
Transport, storage and communication	9.38	7.03	8.15	7.09
Financial intermediation	5.01	6.85	7.96	4.8
Real Estate; renting, business activities	15.21	21.48	20.28	13.21
Public administration and defence	5.71	4.56	5.37	5.66
Education	6.88	8.75	7.46	7.74
Health and social work	12.92	10.98	10.09	10.7
Other	6.6	7.61	7.96	5.2

Chart 2.6: Employment Structure (source: National Statistics census 2001)

communication and health and social work. The ward is under represented in the real estate, renting and business activities sector compared with both London and the borough. The ward and the borough are slightly under represented in the financial intermediation sector.

The table below displays occupation structures in Colindale, Barnet and London. Among Colindale's residents, a disproportionately high number work in elementary occupations (12.36%) compared with Barnet (6.49%) and London (8.96%). The number of residents occupying managerial positions is relatively low in Colindale (14.18%), compared with Barnet (20.00%) and London (17.58%).

Occupation	Colindale Ward		Barnet Borough		London Region	
Managers, Senior Officials	812	14.18%	29,190	20.00%	583,468	17.58%
Professional occupations	676	11.81%	27,357	18.75%	449,282	13.54%
Associated professional + technical occupations	816	14.25%	25,432	17.43%	594,572	17.91%
Administrative and secretarial occupations	954	16.66%	21,878	14.99%	513,174	15.46%
Skilled trades	468	8.17%	9,456	6.48%	256,346	7.72%
Personal service	409	7.14%	8,434	5.78%	195,621	5.89%
Sales and customer service	527	9.20%	9,241	6.33%	222,487	6.70%
Process, plant and mechanical operatives	356	6.22%	5,469	3.75%	162,745	4.90%
Elementary occupations	708	12.36%	9,463	6.49%	297,419	8.96%

Chart 2.7: Housing Tenure in Colindale, Barnet and London

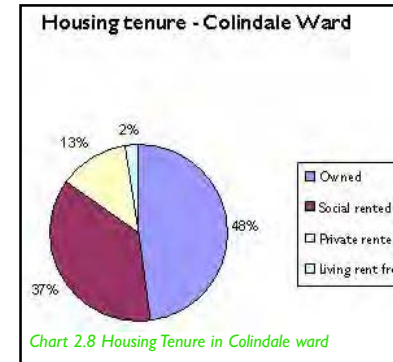


Chart 2.8 Housing Tenure in Colindale ward

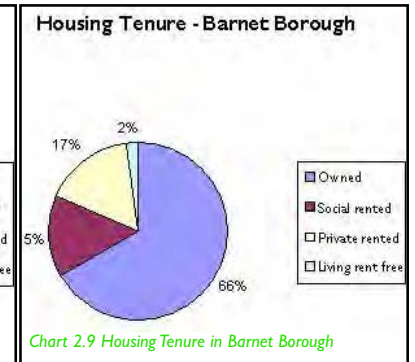


Chart 2.9 Housing Tenure in Barnet Borough

Housing

In terms of housing tenure, ownership (see figure 2.7) is higher in Barnet (68%) than in London (57%), and much higher than in Colindale (47). Colindale has a correspondingly high proportion of social rented housing (38%), compared with London (27%) and Barnet (15%).

The distribution of household types in Barnet is largely consistent with those across outer London, although Barnet has a lower proportion of 2+ adults with no children, a slightly lower proportion of single parent households and a slightly higher than average proportion of single pensioner households than the outer London average (ONS 2001).

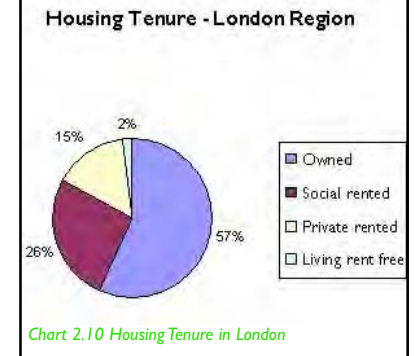


Chart 2.10 Housing Tenure in London

Travel and transport

In 2001, 86,409 people commuted out of Barnet to go to work, while 59,511 of Barnet's residents worked in Barnet, and 47,395 people commuted into Barnet from elsewhere.

A comparison of distance travelled to work at ward, borough, regional and national level reveals a high proportion

of those working from home and close to home across the borough, matching Barnet's high proportion of self-employed workers. Colindale's profile is similar to that of London, but with fewer numbers of people working from home, and larger numbers of people travelling between 20 and 40 km to their place of work.

Use of the private car by Colindale's residents as a means to reach work (22%) is consistent with the average for London (23%), despite the fact that use of the private car is significantly more common across Barnet (28%). Travel by bus is more common among residents of Colindale (43%) than residents of Barnet (35%), or London as a whole (38%) (source: ONS 2001). Car ownership is correspondingly low in Colindale; 37.5% don't own a car in the ward, compared to a borough equivalent of 26.6% (ONS:Census 2001).

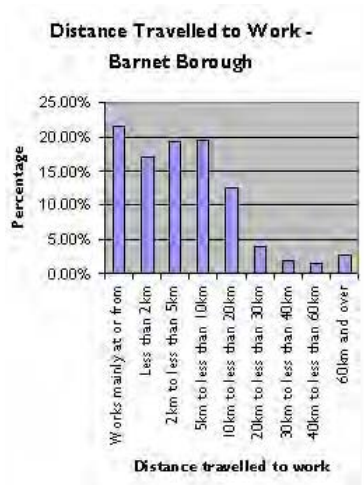


Chart 2.11 Housing Tenure in London

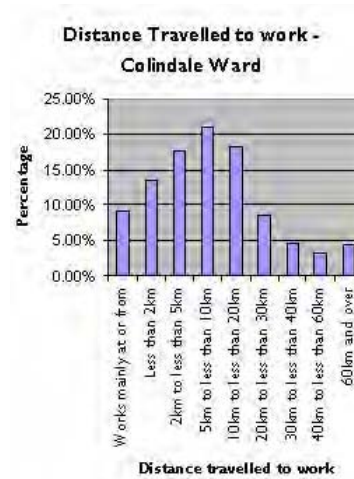


Chart 2.12 Housing Tenure in London

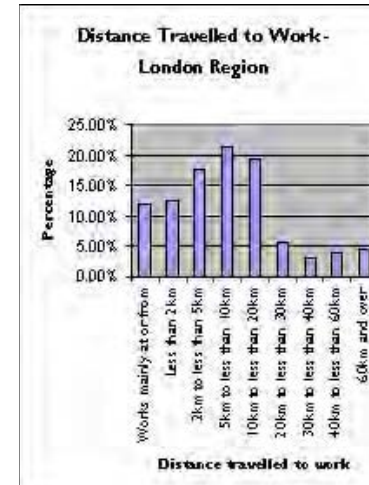


Chart 2.13 Housing Tenure in London

Colindale Avenue



Crime

the person.

There have been fewer recorded criminal offences in Colindale and Barnet in the 12 months to June 2007 compared with the 12 months to June 2006, except for drugs related offences and forgery. Within the last 12 months, criminal damage was higher in Colindale than in Barnet, as were drugs offences, fraud and forgery and violence against

	12 Months to June 2007 (year)			12 Months to June 2006 (year)		
	Colindale	Barnet	Met Total	Colindale	Barnet	Met Total
Offences per 1000 population						
Burglary	9	12.8	13.2	9.9	13.3	14.1
Criminal Damage	15.7	11.7	15.1	20.7	13.2	16
Drugs Offences	8.2	3.1	7.5	5.1	2.2	5.9
Fraud or Forgery	13.6	5	5.1	3.9	4.5	5.3
Other Notifiable Offences	1.4	0.9	1.4	0.8	0.6	1.2
Robbery	2	3.2	5.7	3.3	3.2	5.9
Sexual Offences	0.8	0.8	1.1	1.7	0.8	1.2
Theft and Handling	27	33.7	47.3	31.5	41.1	49.4
Violence Against the Person	22.5	16.4	23.9			

Chart 2.14: Crime breakdown for Colindale, Barnet and London. Source: Metropolitan Police Service 2007



Colindale Police Office

Deprivation

The following maps display deprivation in Super Output Areas (SOAs) across the borough of Barnet. Using the 2004 Indices of Multiple Deprivation, the maps show the extent to which residents of Colindale suffer from different aspects of deprivation. The maps highlight that Colindale, and particularly the SOAs to the north of the ward, suffer some of the worst levels of deprivation across Barnet.

Barnet is a relatively affluent borough, ranked 193rd out of 354 boroughs across England and Wales in the 2004 Indices of Multiple Deprivation. The borough does not score highly in several measures of deprivation, including income, employment, education health and living environment.

However, within these categories, there are several individual super output areas where deprivation is concentrated. The three most deprived super output areas in Barnet all fall within Colindale ward, and coincide with the Grahame Park estate. This is particularly visible in a number of aspects of deprivation:

- crime and disorder
- education, skills and training deprivation
- education and absence rates in schools
- employment deprivation
- children and families on means-tested benefit
- health deprivation
- barriers to housing and services
- income deprivation
- quality of living environment

Taken together, these provide a clear picture of deprivation in Colindale, which is further emphasised by the final two maps, showing overall deprivation in Colindale and Barnet.

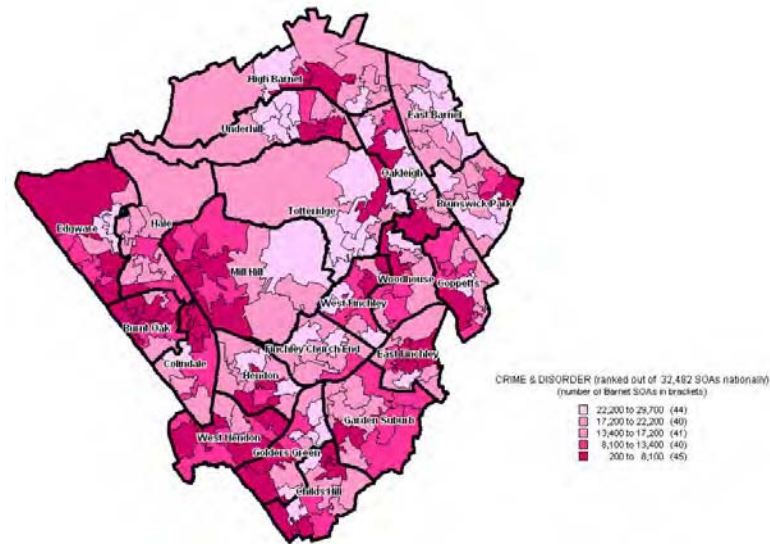


Chart 2.15 IMD 2004: crime and disorder

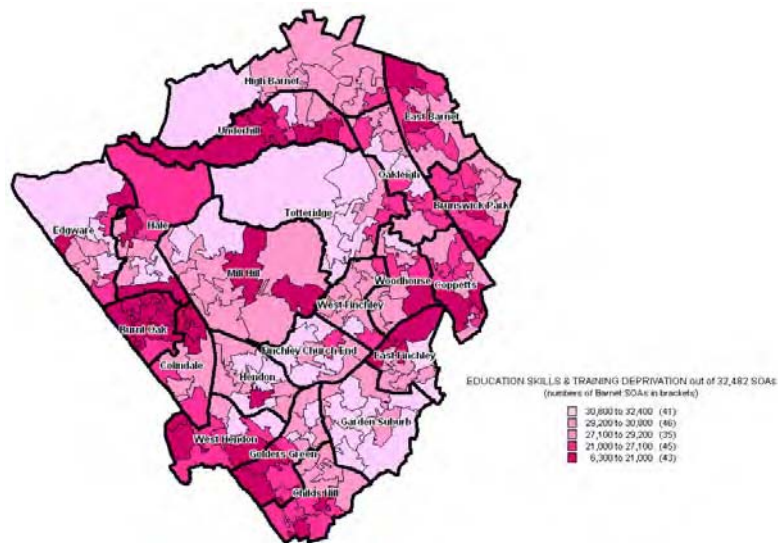


Chart 2.16 IMD 2004: education and skills training

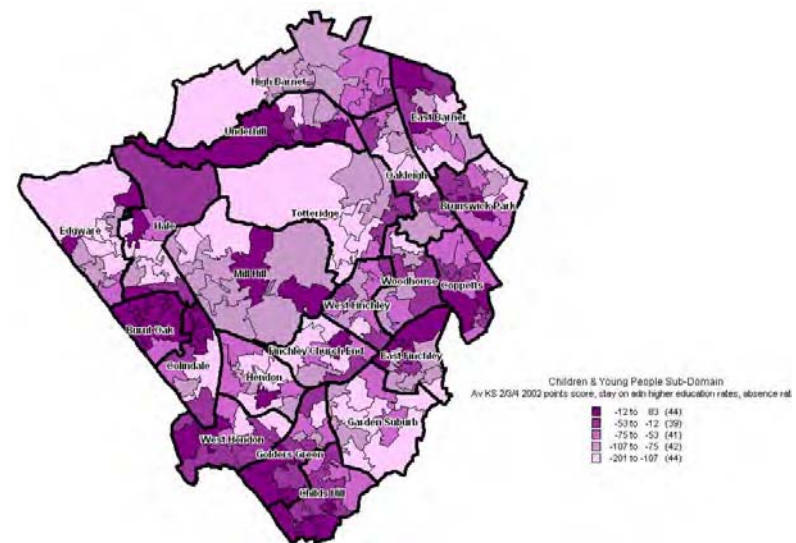


Chart 2.17 IMD 2004: education and absence rates among children and young people

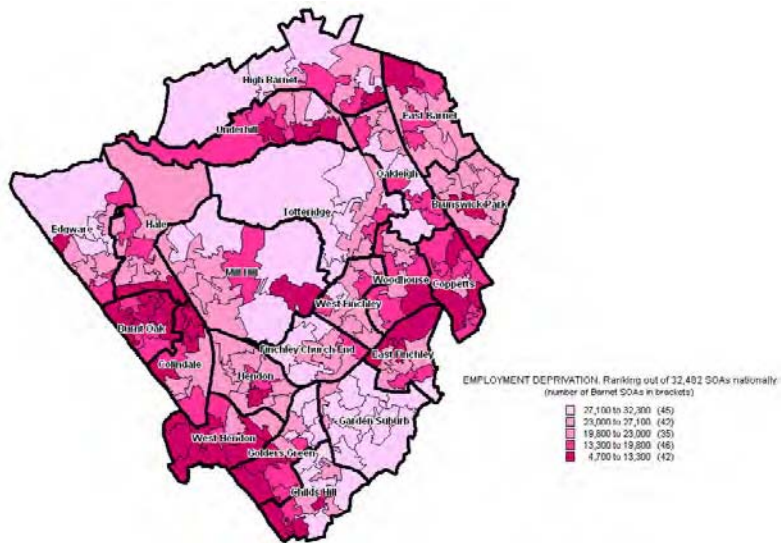


Chart 2.18 IMD 2004: employment deprivation

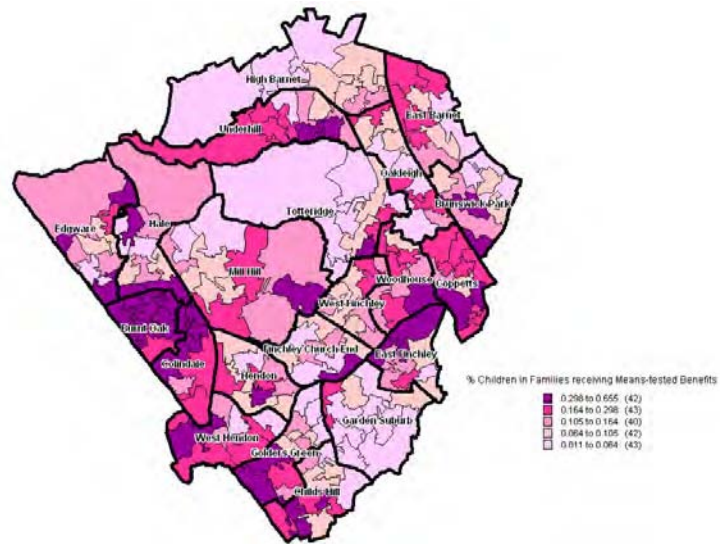


Chart 2.19 IMD 2004: % children and families receiving means-tested benefits

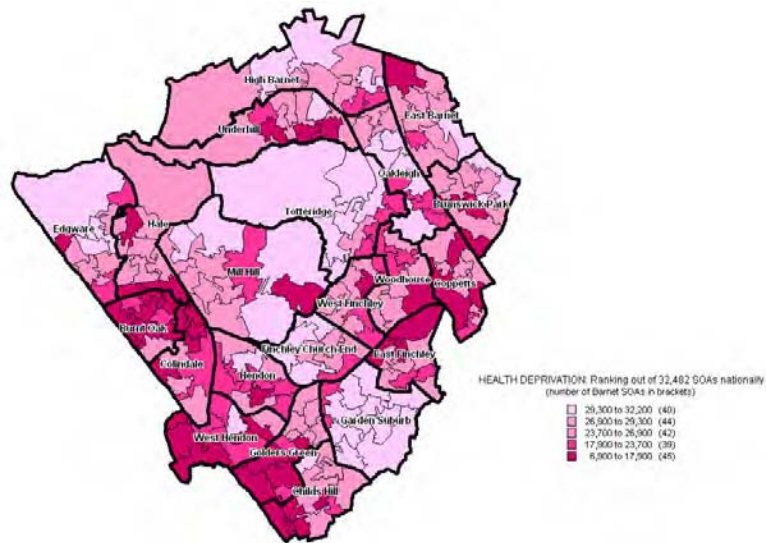


Chart 2.20 IMD 2004: health deprivation

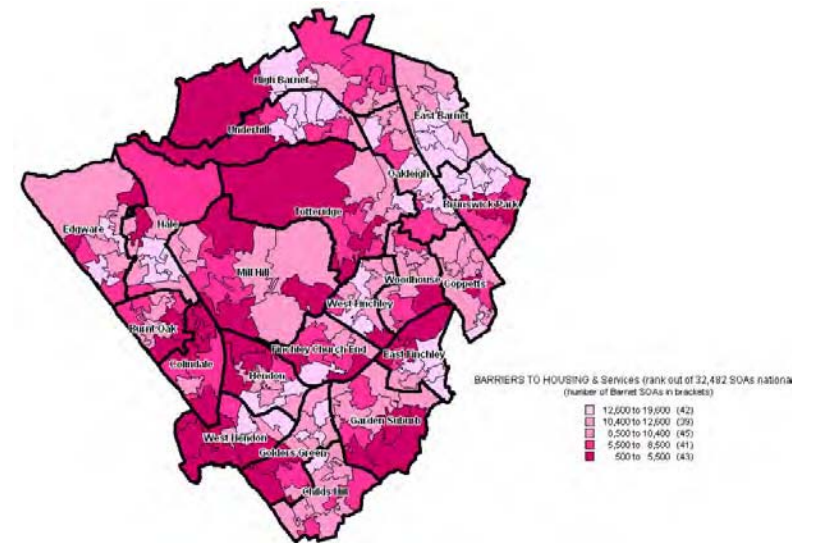


Chart 2.21 IMD 2004: barriers to housing and services

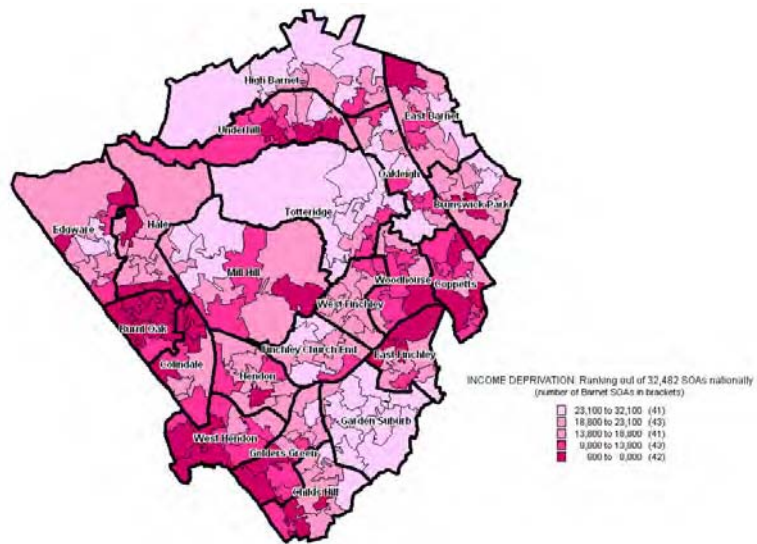


Chart 2.22 IMD 2004: income deprivation

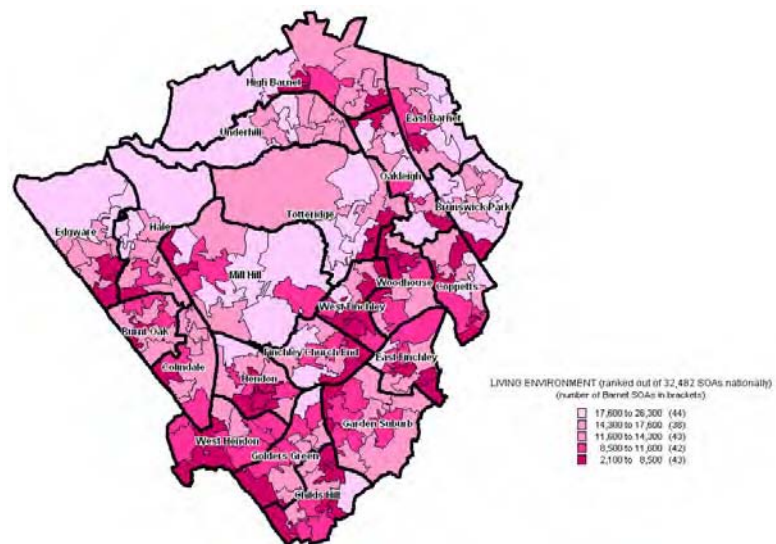


Chart 2.23 IMD 2004: living environment

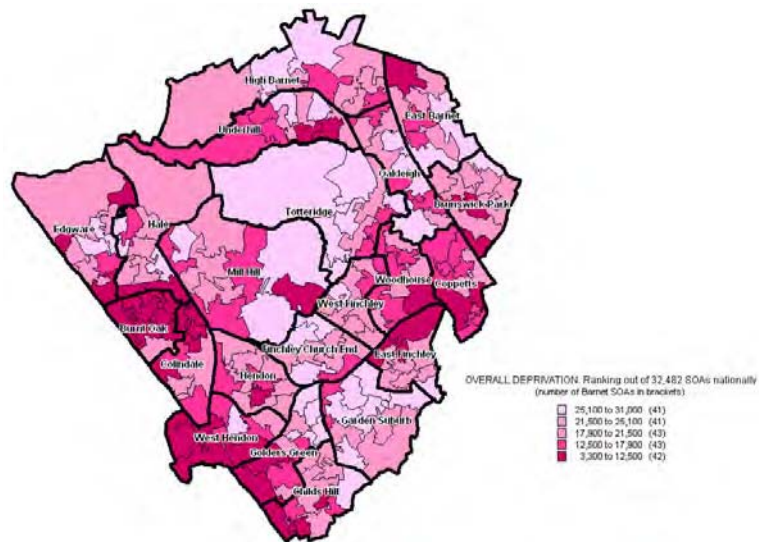


Chart 2.24 IMD 2004: overall deprivation

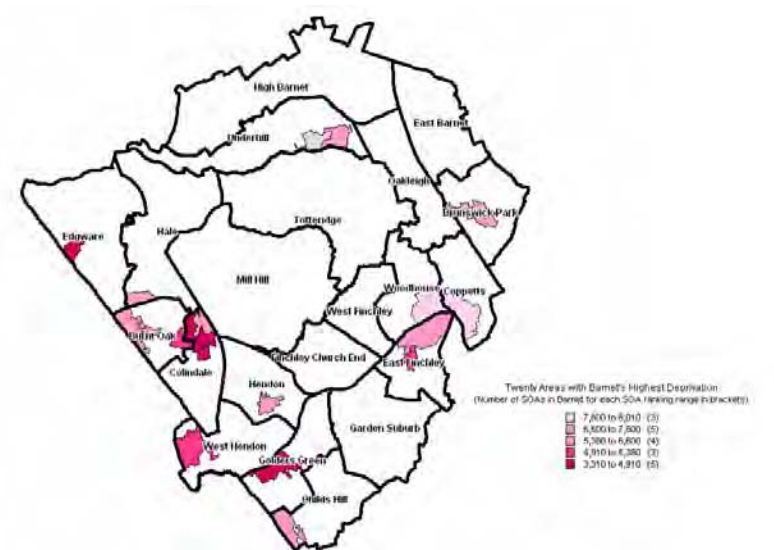


Chart 2.25 IMD 2004: areas with highest overall deprivation

Conclusions

This analysis presents a clear picture of socio economic conditions in Colindale, which should inform the development of the AAP.

Key Issues

Colindale's Population

Colindale's residents are ethnically diverse, and much more so than across the borough of Barnet. The AAP will need to consider the particular needs of significant ethnic minorities, and how they are integrated into a less diverse borough

Colindale has a high proportion of younger and older people, whose needs will have to be considered. In particular, the future needs of the fastest growing age group (45 - 64 years) will need to be planned for in terms of design of the built environment and provision of services

Colindale is characterised by high densities. Within this context, the AAP will need to consider what densities should appropriate be in future development, and how high densities should be managed and configured in general in order to avoid overcrowding.

Deprivation

Colindale displays multiple indications

of deprivation within a relatively affluent borough, including lower educational achievements, fewer qualifications, lower life expectancy, less well paid jobs and a poor living environment. The AAP will need to consider how these may be most effectively addressed through the regeneration opportunity presented by development. Given the affluence of the wider borough, access to the borough's wealth and opportunities should be a key consideration.

Housing

Compared with the borough, a high proportion of Colindale's residents occupy socially rented housing, and a low proportion are owner occupied. This should inform the type of housing provided, and housing supply will need to address this in-balance between ward and borough

Transport

Colindale's residents are more likely to use public transport than those across the borough. The AAP will be able to build on this trend to encourage sustainable travel and to create excellent access. The AAP will also need to consider how the it might offer a wider choice of transport modes to residents, so that public transport is a preferred choice, rather than a necessity.



Grahame Park Estate

3. Policy context

3.

Introduction

This section assesses the important strategic, regional and local policies and provides a policy context for future development of the Colindale Area Action Plan study area. Policies and associated priorities contained in a range of statutory planning policy documents are considered, including national Planning Policy Statements, the Sustainable Communities Plan, the London Plan, the London Cultural Strategy, the North London Sub-Regional Development Framework and local planning policy, including existing and emerging documents within the Local Development Framework (LDF). The chapter also reviews recent planning studies carried out for Colindale.



Middlesex University student site

National context

The Sustainable Communities Plan

The Department for Communities and Local Government (formerly the Office of the Deputy Prime Minister) published 'Sustainable Communities – Building for the Future' in February 2003, which sets out the long term programme for delivering sustainable communities in urban and rural areas. The aim is to identify practical steps to establish communities that:

- are prosperous;
- have decent homes for sale or rent at a price that people can afford;
- safeguard green and open space;
- enjoy a well-designed, accessible and pleasant living and working environment; and
- are effectively and fairly governed with a strong sense of community.

The document is broken down to address the problems of, and achieve the above aims in, each region of the country. The plan to establish sustainable communities in London aims to accommodate growth and to alleviate poverty and deprivation by providing more and better designed affordable homes, improving public transport and other vital infrastructure, raising education standards and skill levels across the capital, tackling crime, anti-social behaviour and the fear of crime.

Planning Policy Statement 1 – Delivering Sustainable Development (2005) and Planning and Climate Change (2006)

Planning Policy Statement 1 sets out the government's vision for new development and regeneration. PPS 1 aims to shape development so that it delivers settlements which are environmental, socially and economically sustainable. Key to these are the concept of locating the housing, jobs and services required to meet the population's needs in existing centres and around public transport hubs, encouraging sustainable lifestyles and transport patterns, and enhancing accessibility. The supplementary document *Planning and Climate Change* emphasises the need to follow these principles in response to the challenges posed by climate change.

Planning Policy Statement 3 – Housing (2006)

PPS 3: Housing responds to the 2004 Barker Review of housing supply, focusing on the delivery of housing to meet local needs. There is particular emphasis on the provision of larger family units and affordable housing.

PPS 3 highlights the importance of high quality design in creating attractive and successful neighbourhoods, particularly in reference to social housing.

In determining the type and form of housing, there is a requirement for Local Planning Authorities (LPAs) to assemble evidence on housing need and demand



Planning shapes the places where people live and work and the country we live in. It plays a key role in supporting the Government's wider economic, social and environmental objectives and for sustainable communities.



PPS 3 Housing

through a Strategic Housing Market Assessment (SHMA). It is also stated that LPAs should 'ensure that the proposed mix of housing on large strategic sites reflects the proportion of households that require market or affordable housing and achieves a mix of households as well as a mix of tenure and price'.

In terms of density, there remains an emphasis on the effective use of land but it is notable that PPS3 advises that the Local Planning Authority 'may wish to set out a range of densities across the plan area rather than one broad density range'. The 30dph net should be used as a national

indicative minimum to guide policy development. It also states that 'the density of existing development should not dictate that of new housing by stifling change or requiring replication of existing form'.

Planning Policy Statement 6 – Planning for Town Centres

PPS6, published in 2005, deals specifically with planning for town centres which includes city, town, district or local centres. While the AAP area is primarily a residential suburb, there is a local centre at Botham Park, which serves a small, local catchment and the PPS is relevant in terms of the 500 new jobs planned for Colindale. PPS 6 aims to support sustainable development by ensuring that jobs and services are accessible and well connected with residential area via sustainable transport modes. There is considerable emphasis on design issues in PPS6. Good design is seen as integral to the promotion of high density, mixed use schemes which will make best use of town centre sites.

Planning Policy Statement 12 – Local Development Frameworks (2004)

PPS12 sets out the Government's policy on the preparation of local development documents, which include the preparation of Area Action Plans (AAP) and Supplementary Planning Documents (SPD).

Planning Policy Guidance Note 13 – Transport (2001)

PPG13 provides advice on the integration of transport and land use planning to encourage alternative means of travel and reduce reliance on the private car. Reducing the level of car parking in new development is essential in promoting sustainable travel choices, avoiding the wasted costs to business of providing too much parking, and tackling congestion which might otherwise detract from the convenience of car use and other road based transport. It emphasises the importance of taking a flexible approach to car parking standards to achieve the objectives of sustainability, and sets out maximum car parking standards as opposed to minimum.

Planning Policy Statement 22 - Renewable Energy (2004)

PPS 22 responds to the Government's aspiration to produce 10% of national energy requirements from renewable sources by 2010. Local development documents may contain policies that require a percentage of residential, commercial or industrial residential needs to be produced in on-site renewable energy developments, taking into account the type and location of development, and providing that this doesn't place an undue burden on developers.



Adastral Development, Colindale

Regional context

The London Plan (2004) and Further Alterations to the London Plan (2006)

Published in 2004, the London Plan sets out a spatial development framework integrating the social, economic and environmental strategies for the development of London in the period up to 2016 and replaces the previous strategic planning guidance for London (RPG3). The framework covers housing, employment, leisure and transport issues whilst also addressing cross-cutting policies such as managing natural resources, design principles and the role of the River Thames. A draft of London Plan alterations, for public consultation, was published in September 2006. The London Plan now forms an integral part of the statutory development plan following the recent changes to the planning system.

The overarching vision for the London Plan is supported by six key objectives which are outlined below:

- To accumulate London's growth within its boundaries without encroaching on open spaces;
- To make London a better city for people to live in;
- To make London a more prosperous city with strong and diverse economic growth;
- To promote social inclusion and tackle deprivation and discrimination;

- To improve London's accessibility; and
- To make London a more attractive, well designed and green city

In order to achieve these objectives, a number of specific policies have been devised, which provide achievable goals that can then feed into the overall vision.

A number of these specific policies directly relate to or impact upon Colindale and consequently provide a helpful strategic context for the Area Action Plan.

Identify new job and housing opportunities and appropriate mixed-use development

This will require the co-ordination of the development of skills, transport and planning to improve access to jobs for people from deprived communities. While the current London Plan (2004) identifies Colindale as an 'Area of Intensification', the Alterations to the London Plan (2006) (yet to be ratified) designates Colindale as an 'Opportunity Area', and proposes that the London Borough of Barnet could accommodate 20,550 houses by 2016. The Alterations to the London Plan identifies residential opportunity sites at RAF East Camp the Grahame Park estate, and in connection with Colindale Hospital, as well as uses associated with RAF Hendon's tourism focus.

Improve suburban areas through better



The Peel Centre

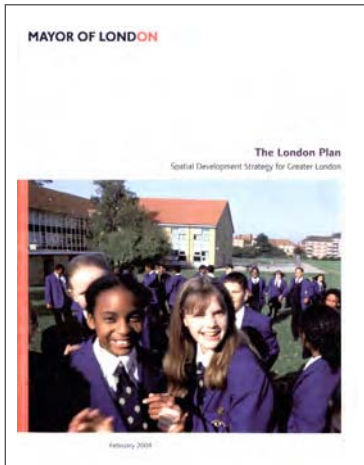
access, more co-ordinated services and measures to enhance sustainability

This focuses on the improvement of public transport access to suburban centres and the quality of pedestrian and cyclist movement within these. Town centres should be structured around a concept of polycentricity, with growth (housing, shops and services) concentrated together to strengthen existing centres.

Improve the quality of Londoners' lives and

the environment through better designed buildings and public spaces

The public realm is considered vital to Londoners' quality of life and incremental improvements to public spaces are given high priority, as well as excellent design standards in the built environment.



The London Plan

Housing

Based on the 2004 Housing Capacity Study, the Further Alterations to the London Plan identified a revised capacity for 20,550 houses within the London Borough of Barnet up to 2016/2017.

Density

The London Plan states that development proposals should seek to achieve the highest possible intensity of use and as such a density matrix (habitable rooms and dwellings per hectare) is provided. This is shown in table 3.1.

Site setting is defined as:

- **Central** - very dense development, large building footprints and

buildings of four to six storeys and above, such as larger town centres all over London and much of central London.

- **Urban** - dense development, with a mix of different uses and buildings of three to four storeys, such as town centres, along main arterial routes and substantial parts of inner London.
- **Suburban** - lower density development, predominantly residential, of two to three storeys, as in some parts of inner London and much of outer London.

The London Cultural Strategy

The Mayor's Cultural Strategy seeks to maintain and enhance London's reputation as a centre of excellence for creativity and culture, through support of high profile cultural institutions and grass roots investment in the creative industries.

Many of the policies in the report directly support the objectives of the Colindale Area Action Plan.

Relevant policies include:

Policy 4 - Creativity needs to be recognised as a significant contributor to London's economy and success.

Policy 5 - Education and lifelong learning must play a central role in nurturing creativity and providing routes to employment

Policy 6 - Access to culture should be the right of all Londoners.

Policy 7 - Culture should be a means of empowering London's communities.

Policy 8 - There should be a spread of high-quality cultural provision across London and at all levels – local, sub-regional and regional.

Policy 9 - Cultural activity should be encouraged in the development and regeneration of London.

Policy 10 - The cultural value and potential of London's public realm should be fully realised.



The Mayor of London's Cultural Strategy

Sub-regional context

The North London Sub-Regional Development Framework, 2006

The North London Sub-Regional Development Framework (SRDF) provides guidance for boroughs in the preparations of their Local Development Frameworks.

IA - Housing.

The London Plan proposes a minimum increase of 59,470 homes in the sub-region from 1997-2016. However, the SRDF indicates that it is likely that housing provision across the sub-region will increase beyond the levels set in the London Plan. Housing provision is a key challenge for the subregion, particularly as current performance is judged by the SRDF to be slightly below target. Affordable housing is also of key concern. The current level of delivery of affordable housing in North London is generally good. At present Barnet, Haringey and Waltham Forest have development plan policies which aim to secure the 50% affordable housing target contained in the London Plan. In Colindale, appropriate increases in densities and a focus on the most accessible sites will be critical in order to meet the housing targets.

IB - Employment and office

In partnership with the LDA, boroughs are asked to facilitate the implementation of the Mayor's Economic Development Strategy. The plan states that demand for additional employment can be accommodated,

challenging the borough to attract employers to come to North London.

The sub-regional framework recognises that the office sector in North London faces major structural challenges and that some of the forces that originally drove and sustained it are waning. It is noted that Barnet has a more active market than other boroughs in the region, although hitherto there has been no single town centre, or out of town office centre, which could be regarded as having strategic significance.

IC – Retail

In North London, population and consumer expenditure growth is generating a need for new retail space. Resident-based consumer expenditure in the sub-region is anticipated to increase by over 46% between 2001 and 2016.

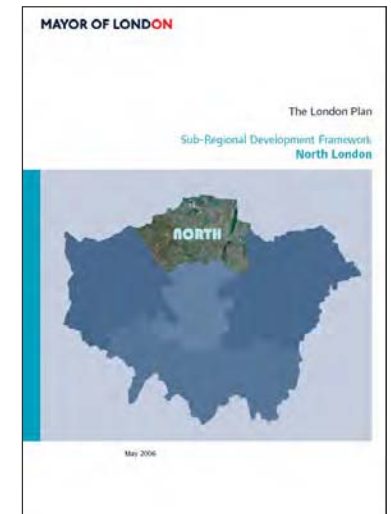
ID - Culture, leisure and tourism

A significantly stronger range of these activities is needed in North London and is addressed by action point ID. Culture, leisure and tourism provide important local services and employment for Londoners and the wider south east as well as contributing to London's world city role. They are intrinsically linked, increasing in importance as disposable incomes grow and can contribute to town centre renewal. Although people in North London spend about the same amount on leisure activities as the London

average, provision of 'Leisure Services' per capita in North London is lower than other sub-regions. It is noted, however, that the RAF Museum at Hendon is North London's prime tourist attraction and that this role should be supported with appropriate uses in the vicinity.

IE - Social infrastructure

There is particular pressure to find locations for health, education, social and community infrastructure including open space in order to conform to PPS1 - sustainable communities. Early identification of capacity within the main development areas and examination of cross borough level demands will be necessary. Boroughs are asked particularly to look for opportunities to contribute towards new health infrastructure provision in town centres and given the lack of childcare facilities throughout the sub-region, boroughs should set the provision of additional affordable childcare as a high priority for North London.



The North London Sub-Regional Development Framework

Local context

The London Borough of Barnet Unitary Development Plan (UDP, 2006)

The UDP sets out how national and regional policies will be applied to the unique situation in Barnet. It contains a comprehensive list of detailed policies relating to all aspects of planning and the built and natural environment.

The Sustainable Community Strategy (2006)

The Sustainable Community Strategy presents how the Local Strategic Partnership aims to improve the quality of life for its residents, building on the borough's attractions as a clean and safe suburb with good education and a skilled workforce. The document sets out objectives in a number of key areas including education, health, housing, community safety.

SPD - Affordable Housing (February 2007)

The SPD on affordable housing highlights the importance of housing to inclusive, mixed and sustainable communities, and presents the local authority's expectations of developers and Registered Social Landlords regarding housing provision. The key aims of the document are

- to ensure that new homes are built of quality materials and are designed to safeguard the environment and local character:-

- to create mixed and sustainable communities;
- to encourage cohesive communities by ensuring that affordable housing is not demarcated from its local environment;
- to construct homes which are environmentally sensitive; and
- to ensure that market and affordable housing supply meets assessed local need.

The Three Strands Approach (June 2005)

Barnet's corporate regeneration strategy provides a vision for Barnet's regeneration and growth under the three core principles of 'Protection' 'Enhancement' and 'Growth'. The overarching aim of the strategy is to 'protect Barnet's high quality suburbs and deliver new housing and successful sustainable communities whilst protecting employment opportunities.' The key regeneration issues targeted are:

- *Protection* of the Green Belt and protected green space;
- *Protection and Enhancement* of Barnet's classic suburbs, their character and openness, potentially with additional conservation areas; and
- *Sustainable*, strategic growth and successful regeneration, with higher densities located in targeted areas of

mixed character and strong public transport links

The document presents the aims of the Colindale Development Framework, and details of the Grahame Park, RAF East Camp and Stonegrove and Spur Road developments.

The Statement of Community Involvement (SCI) (June 2007)

Barnet's SCI sets out how and when the Council will involve the community in the planning process, and how developers are expected to engage with the community. Together with the London Borough of Barnet Consultation and Engagement Strategy (2004), it aims to identify and reach out to relevant stakeholders effectively, assess community needs thoroughly and ensure that consultation is conducted professionally and clearly.

The London Borough of Barnet Local Development Scheme (June 2007)

Barnet's LDS sets out a specific timetable for the production of plans, with published time periods for community consultation on individual plans. The timescale for the Colindale AAP is:

- *Issues and Options: Public participation on Emerging Options – January 2008*
- *Preferred Options: Public participation on*



Colindale Avenue

the borough's Preferred Options – July 2008

- *Submission to Secretary of State – February 2009*
- *Pre-Examination Meeting – June 2009*
- *Examination by the Planning Inspectorate – September 2009*
- *Adoption – March 2010*

The time horizon for the document is 15 years, or until relevant development is complete.

The Planning Obligations or Section 106 Agreements SPD (September 2006)

The SPD on s106 agreements provides a framework for legal obligations to development, and aims to create transparency, clarity, certainty, practicality, speed and cost effectiveness in the negotiation of developer contributions. The SPD reviews different ways in which the developer may be required to compensate the public or contribute to public infrastructure, and supplements subject-specific policies regarding planning obligations set out in the UDP and other SPDs.

The Sustainable Design and Construction SPD (June 2007)

The SPD on sustainable design and construction places Barnet's development within the context of Climate Change and provides design and construction guidance to ensure protection of the environment. The

document supports the Government's goal of achieving zero carbon homes within a decade, and aims for improved building efficiency in energy and water consumption, as well as achieving high standards of air, noise and water quality. At a neighbourhood and settlement-wide scale, developments should facilitate environmentally sustainable lifestyles by integrating housing, public transport and services. A checklist of design principles embody the standards required of developers in order to achieve these goals.

Educational Needs Generated by New Housing Developments SPG (August 2000)

This SPG states sets out the requirement that developers contribute to local educational provision, where there is a demonstrable need for additional school places. The SPG provides and explains the formula used to calculate the size of the contribution. The formula is calculated on:

- the number of dwelling units of each size;
- the number of school age children generated by each type of development;
- the average cost of providing a school place for each pupil; and
- leakage of pupils to alternative educational establishments.

Area-specific Studies

Colindale Development Framework (Arup, 2003)

This framework was drawn up in response to Colindale's designation within the London Plan as an 'Area of Intensification'. The document lists key development sites within Colindale, and is structured around a set of key issues, with an objective for each one. These are:

- Spatial structure - a unified community with improved accessibility, links and facilities
- Housing - increased supply and choice of housing, particularly through reuse of brownfield land.
- Access and movement - more transport choice and better provision of sustainable transport modes. Improved bus services and walkable access to them. Colindale station improved as a local transport hub. Increased traffic capacity and flow.
- Community facilities - better access to health care, local neighbourhood shops, community facilities and additional school places.
- Urban design - improved linkages to key nodes, enhanced public and green spaces, and high urban design standards in new development.
- Employment and training - more jobs for local people in Colindale, underpinned by expansion of existing employment land uses, increased tourism associated with the RAF museum and provision of courses at

Barnet college which meet employers' needs.

- Delivery - short, medium and long term aspirations for transport and communities facilities, and predicted development of the following before 2012:

- Colindale Hospital
- Colindale Tube Station
- Middlesex University
- Barnet College
- British Newspaper Library

Colindale Initial Development Framework (Jon Rowland, 2004)

This document, commissioned by the London Development Agency, the Greater London Authority and the London Borough of Barnet aims to manage the interests of local landowners, developers and the community in order to create a suburban renaissance in Colindale. The report identifies potential development sites, public realm improvements, transport improvements, developer contributions, and, social and community infrastructure needs. It contains an urban design analysis, and it aimed to produce the basis of an SPG and ensure sustainable development.

4. Conservation context

4.

Introduction and Policy Context

This section examines issues relevant to the Colindale AAP study area regarding conservation of historic buildings. It offers a brief overview of the policies which inform conservation planning decisions, a description of the history and historic significance of relevant sites and buildings in Colindale, and a summary of key issues arising from development pressure in general, and current planning applications in particular.

Policy context

National

The national legislative and policy framework relating to historic area conservation is provided by the Planning (Listed Buildings and Conservation Areas) Act 1990, Planning Policy Guidance Note (PPG) 15 *Planning and the historic environment* and English Heritage's recent Guidance on the Management of Conservation Areas.

PPG 15 explains the rationale behind designation of listed buildings; the driving principle behind conservation is the preservation of historic significance as heritage for the enjoyment of future generations. Historic significance may be found in different aspects of the built environment, including architectural design, character and construction, historic use and association with historic events. Significance may relate to individual buildings, collections of buildings, or even entire

neighbourhoods. There is a presumption against alteration of historic fabric and against any development which may adversely impact the significance of the historic environment. Demolition is considered an extreme option in any case, as set out in paragraphs 3.17 and 3.19:

Regional

At regional level, the London Plan contains guidance on built heritage, of which Policy 4B.10 London's built heritage, Policy 4B.11 Heritage conservation, Policy 4B.12 Historic conservation led regeneration and Policy 4B.14 Archaeology are relevant. In particular, Policy 4B.10 states that "UDP polices should seek to maintain and increase the contribution of the built heritage to London's environmental quality, to the economy, both through tourism and the beneficial use of historic assets, and to the well-being of London's people..."; and Policy 4B.11 states that inter alia, "Boroughs should - ensure that the protection and enhancement of historic assets in London are based on an understanding of their special character and form part of the wider design and urban improvement agenda and that policies recognise the multi-cultural nature of heritage issues; and identify areas, spaces and buildings of special quality or character and adopt policies for their protection and the identification of opportunities for their enhancement, taking into account the

Demolition

3.17 the Secretaries of State would not expect consent to be given for the total or substantial demolition of any listed building without clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed; that preservation in some form of charitable or community ownership is not possible or suitable; or that redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition. The Secretaries of State would not expect consent to demolition to be given simply because redevelopment is economically more attractive to the developer than repair and re-use of a historic building, or because the developer acquired the building at a price that reflected the potential for redevelopment rather than the condition and constraints of the existing historic building.

3.19 Where proposed works would result in the total or substantial demolition of the listed building, or any significant part of it, the Secretaries of State would expect the authority, in addition to the general considerations set out in paragraph 3.5 above, to address the following considerations:

- i. the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use.
- ii. the adequacy of efforts made to retain the building in use.
- iii. the merits of alternative proposals for the site.

Conservation Area

strategic London context.”

At a local level, the London Borough of Barnet UDP echoes the principles laid out in PPG15:

Local

There is a presumption in favour of the preservation and enhancement of Listed Buildings, and an emphasis on the retention of Listed Buildings in active use. The presumption will only be set aside in the most exceptional circumstances, in accordance with the guidelines set out in PPG15.

Policy HC9 – Listed Buildings – Demolition

Consent for the total or substantial demolition of a Listed Building will normally be refused in accordance with the criteria to be found in PPG15.

Policy HC10 – Listed Buildings – Works On

The council will refuse development proposals and works affecting Listed Buildings which would have a detrimental effect on the special architectural or historic character of those buildings in accordance with the guidelines to be found in PPG15.

Keeping Listed Buildings in use is usually the best means of ensuring their upkeep and preservation. The best use for a listed building is often that for



RAF Museum, Colindale

which the building was designed and the council will usually seek to ensure that such buildings are retained in their original use.

However, finding alternative uses for old buildings is often the key to their preservation. Where change of use is to be permitted, the council will seek the best viable use compatible with the fabric, interior and setting of the building. Such uses may not include the most profitable use of a building where this would prove unacceptably harmful to the building and its setting.

Policy HC11 – Listed Buildings – Change of Use

Changes of use to Listed Buildings will only be permitted where the applicant can demonstrate that the existing use is no longer viable and any consequent alterations will not be detrimental to the fabric, character, appearance or setting of the building.

The RAF Museum and Key Issues

The RAF Museum

The key site of historic significance within the study area is the RAF museum, and the heritage it offers draws a considerable number of visitors to Colindale each year. The original airfield, developed by Claude Grahame White from 1910 onwards, was one of the earliest aerodromes and aircraft factories in the country, and played a key role in the early development of

the British aircraft industry and Royal Airforce. The flying school established here in 1910 was founded by Louis Bleriot, the first person to fly across the English Channel, and the first Aerial Derby and British airmail service were both established here in 1912. Many successful early aircraft designs were drawn up and tested at the aerodrome during the First World War.

Officially bought by the RAF (RAF

Hendon) in 1925, the aerodrome emerged as an important RAF training centre and airfield during both the First and Second World Wars. With excellent connections to London, the airfield hosted major air pageants in the 1920s and 30s, promoting a growing industry and rapidly evolving technology and it became an important transport gateway for Royalty and Politicians.

RAF Hendon's further growth was constrained by its position within the suburb when it was declared unsuitable for jets. Although the last flying units left in 1957, a training school and other RAF functions remained in operation on the site until 1987. Much of the site was sold off for housing in 1968.

The site's use as a museum began as early as 1965. It was officially opened by Her Majesty Queen Elizabeth II in 1972, with an additional Battle of Britain museum opened in 1978 and a Bomber Command museum in 1983. In 1993 the remaining former RAF buildings were demolished, except for the Grahame White's original aircraft factory and factory office block, the former Officers' Mess, some RAF buildings dating back to the 1930s, and, to the south of the RAF museum, the former control tower watch office.

Key issues

Developer St George has aspirations to relocate the former control tower

watch office from its site just to the north of Areodrome Road to a site adjacent to the current RAF museum. As set out in PPG 15, in order to do so, the developer will have to explain why the building cannot be preserved in its current location, and what compensating benefits might accrue from its removal.

It is unlikely that the proposals to relocate the former control tower watch office would be able to meet the requirements or justifications set out in PPG 15, although other arguments may support their case.

If a request for demolition is approved by the borough, the decision would be handed to the Secretary of State, as advised by English Heritage.



RAF Museum, Colindale



RAF Museum, Colindale

5. Transport context

5.