



## Planning Committee

4<sup>th</sup> September 2013

### Report from the Operational Director, Planning and Regeneration

Wards affected:  
Queensbury and Fryent

## Burnt Oak/ Colindale Placemaking Plan

### 1.0 Summary

- 1.1 The Burnt Oak/ Colindale Placemaking Plan sets out a vision which aims to maximise this opportunity associated with the area along the A5. It seeks to guide and catalyse change within the area through a suite of co-ordinated public realm interventions and urban design strategies. This proposals included in the document could radically transform the area within the next 10-15 years. The document has been developed with input from the officers from Brent, Barnet, Harrow and Transport for London. With the A5 corridor marking the boundary between Brent and Barnet, the endorsement of this document by both is a powerful statement of the shared vision for the A5 as a focus for activity and regeneration over the coming years.
- 1.2 This report provides a summary of the Placemaking Plan, which is attached as Appendix 1, its objectives, the transport and planning context, public consultation and the delivery mechanism.

### 2.0 Recommendations

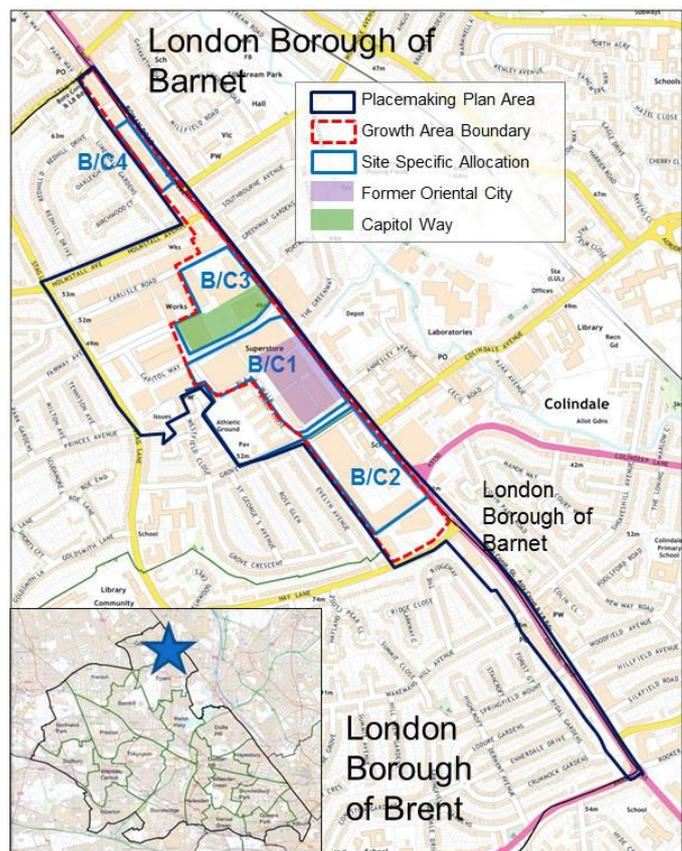
- 2.1 That Planning Committee adopt the Burnt Oak Colindale Placemaking Plan as a vision for the Burnt Oak/ Colindale area.
- 2.2 That Planning Committee recommend to Executive that the Burnt Oak/ Colindale Placemaking Plan be endorsed as a vision for the area.
- 2.3 That the Operational Director, Planning and Regeneration is authorised to make further editorial changes to the document prior to final publication.

### 3.0 Detail

#### Introduction

3.1 Burnt Oak/ Colindale, once home for a very important community focal point, Oriental City/ Yaohan Plaza, is one of the five growth areas in Brent. It is identified as a growth area for around 2,500 homes, on sites arranged along the axis of Edgware Road (A5). South Kilburn, Alperton and Wembley all have adopted masterplans to guide regeneration in those areas. The Council has also started to deliver regeneration initiatives in Church End.

3.2 Although the pace of regeneration in Burnt Oak/ Colindale is picking up, this stretch of the A5 currently suffers from a poor quality streetscape environment. The public realm is fragmented, cluttered and often poorly maintained - with a mix of materials used along its length. The highway environment is dominated by vehicle movement and is comparatively hostile to pedestrians and cyclists - difficult to cross and navigate, and with notable safety problems. Existing businesses in Burnt Oak and Colindale Town Centres are struggling. There are local issues including fly-tipping, anti-social behaviour, poor range of local shops, lack of community spirit and identity. Notably, there had been no collaboration between Brent and its neighbour, Barnet on this stretch of A5 except the Street Cleaning and Maintenance Agreement (Barnet is responsible for cleaning and maintaining the A5 and pavement while Brent is responsible for the Cricklewood section). Burnt Oak and Colindale are disjointed with poor walking environments. Poor N-S & E-W access and congestion does not attract investment. A placemaking plan for this important regeneration area in Brent is therefore needed.



**Burnt Oak Colindale Placemaking Plan Area**

3.3 The Study Area includes the whole of Burnt Oak/ Colindale Growth Area, the primary and secondary shopping frontages on Edgware Road (The Hyde/ Colindale Town Centre), the road junctions, informal and formal parking areas, Capitol Industrial Park, Grove Park Sports Ground and a number of community facilities on Stag Lane.

**Objectives and Scope of the Placemaking Plan**

3.4 It provides a vision for the Council to play an enabling role to improve the area for new and existing residents, businesses and visitors. Having the vision adopted will support and strengthen funding bids. The proposals set out within the placemaking plan seeks to transform the quality of the public realm, and wider perceptions of the area, as a means to help catalyse development and investment and seek to shift the character of A5 away from that of a vehicular 'artery' towards that of a vibrant local

high street. It also seeks to help revitalise the town centres, boost economic performance, support regeneration, build community pride and improve access to the open spaces and community facilities. The placemaking plan also provides a framework for collaboration amongst Brent, Barnet, TfL and Harrow to improve the A5 and its junctions.

- 3.5 The placemaking plan contains a project matrix which is part of the delivery strategy. This list of interventions tabulates and provides costs for the various measures recorded in the project mapping. This list is also intended to guide action over forthcoming years, and assist with funding bids and the development of detailed implementation plans when allocating s106 and Community Infrastructure Levy funding.

#### **Key components of the Placemaking Plan**

- 3.6
- (a) A recommended streetscape material palette - aiming to achieve a more consistent and coherent public realm along this section of the A5 through the use of simple, elegant and robust materials.
  - (b) adjusting the configuration of the carriageway and junctions which could help deliver a radically improved streetscape environment.
  - (c) The introduction of street trees which could help develop a stronger landscape character.
  - (d) development of a family of special street furniture elements - including large-scale signage and advertising hoardings - which respond to, and help to better organise, the 'vernacular' of signage which is evident along the A5.
  - (e) transformation of the public realm environment of the Burnt Oak and Colindale Town Centres (The Hyde), through a combination of junction improvements and wider public realm interventions.
  - (f) proposals to help manage the process of change within 'Capitol Valley' - the large-scale retail and employment area to the West of the A5 - which represents an on-going focus for large-scale development proposals.
  - (g) a series of 'quick wins' such as alleyway upgrades, meanwhile projects, parks improvements and 'edge projects' which respond directly to issues of local concern and are intended to kick-start the longer term process of change.

#### **Planning Context**

- 3.7 The Council's Core Strategy, adopted in 2010, sets out the vision, objectives, key policies and monitoring framework for future development in Brent. Regenerative development will predominantly be delivered in the five designated housing growth areas with Burnt Oak/Colindale delivering around 2,500 homes to 2026 (1,400 to 2016), on sites arranged along the axis of Edgware Road (A5). Kilburn, Alperton and Wembley all have adopted masterplans to guide regeneration in those areas.
- 3.8 The Site Specific Allocations DPD, adopted in 2011, has established the planning guidance for some of the development sites. The Burnt Oak/Colindale Growth Area is promoted for mixed use regeneration along the axis of the Edgware Road. 14.65 hectares of land is promoted for at least 2,500 new homes to 2026, supported by infrastructure identified within the Infrastructure Investment Framework.

- 3.9 The Burnt Oak/Colindale Growth Area forms part of the Burnt Oak/Colindale Opportunity Area in the London Plan (There are 33 opportunity areas in London; Wembley and Park Royal/ Willesden Junction are the other two Opportunity areas in Brent). The majority of new development, 10,000 of the 12,500 new homes, will be built in Barnet.
- 3.10 The Colindale Area Action Plan (AAP), adopted in March 2010, is a statutory planning document which forms part of the Barnet Local Development Framework. It provides policies and guidance which will be used in the consideration of development proposals in Colindale on the Barnet side, and will be a material consideration in the determination of planning applications in the AAP area over the next 10 to 15 years.

### **Update on the Site Specific Allocations**

#### B/C1- Wickes, Mercedes-Benz Colindale

- 3.11 Work has started for Capitol Way (08/2823, 11/3101) on the former Wickes site. This £108m development, being carried out by developers Royal London Asset Management and Kitewood Development Partner Ltd, inspired by an urban regeneration project in Stockholm called Hammarby Sjöstad, will consist of 460 self-contained flats, 5,360m<sup>2</sup> of retail floorspace, a 734m<sup>2</sup> garden centre, floorspace for alternative uses, community/health centre, crèche facilities, 281 residential and 172 commercial car-parking spaces, 500 residential and 80 commercial cycle-parking spaces and an energy centre.



- 3.12 A planning permission was granted to Asda on 30 April 2013 for a 4 pump petrol filling Station with a jet wash situated on an existing car and van rental outlet (outside BC3)

#### B/C3 - Asda and Oriental City

- 3.13 Meanwhile, permission (12/2166) was granted on 27 June 2013 for a mixed use development on the former Oriental City owned by Development Securities. The seven-acre development site will include 183 homes, a 7,817m<sup>2</sup> food store, to be anchored by



Morrisons, 5,207m<sup>2</sup> of the new Oriental and Far Eastern retail space, food court, restaurant and specialist oriental grocers and a two form of entry primary school and nursery, 399 commercial parking spaces (39 allocated for the school) with no charging proposed for the car park, 183 residential parking spaces and an energy centre.

#### B/C2 - Sarena House/ Grove Park/ Edgware Road

- 3.14 There have been no applications within this area for major redevelopment.

#### B/C4 - 3 and 5 Burnt Oak Broadway

- 3.15 Catalyst Housing Ltd has commenced the mixed use development for 76 flats, 780m<sup>2</sup> of commercial floorspace (Use Class A1 and A2) and 75 parking spaces at 3 Burnt Oak Broadway (11/0403).

Planning permission (03/3436) granted at 5 Burnt Oak Broadway has been implemented for a car showroom, basement car-parking and 53 flats above.

#### **Economic benefits and financial contributions of new developments**

- 3.16 All these new developments when complete will improve the area immensely and bring in new jobs. However, they should not be looked at in isolation with the rest of the Burnt Oak and Colindale (the Hyde) Town Centres. The Council should maximise the results of inward investment and ensure the new developments help revitalise and do not threaten the existing town centres.
- 3.17 Section 106 contributions from those 3 major developments will be available for improving community/education facilities, sport/openspace, landscape and public realm, public highways, air quality, pedestrian crossings, traffic management, junctions, parking and sustainable transport. Careful co-ordination is therefore required to utilise the contributions to maximise the benefits and mitigate the negative impacts resulting from the new developments. The contributions could be used as match funding when bidding for external funding pots.
- 3.18 Brent Community Infrastructure Levy (CIL) was formally introduced from 1 July 2013 that Brent will charge on new developments. There is potential for new developments coming forward in the future to fund some of the projects listed in Placemaking Plan, dependent on strategic priorities.

#### **Boroughs collaboration**

- 3.19 Barnet has also received S106 contributions through its new developments. There are potential projects such as median strips (for crossing roads) to be delivered/ funded jointly with Barnet to maximise the benefits. The opportunities for external funding are also widened when support and endorsement from TfL is sought.
- 3.20 The development pace is fast in Barnet's Colindale Area Action Plan area which proposes to deliver 10,000 homes. Some of the development and infrastructure proposals are being delivered through the Barnet's AAP. These developments should be seen as complementary where residents enjoy the new shopping experience/ community facilities on both sides of the A5. However, a lot of pressure has been put on the A5 Corridor. Hence, careful designs on the junctions on both sides of the A5 require proper co-ordination and collaboration amongst Brent, Barnet, TfL and Harrow to avoid congestion and conflicts.

#### **Transport Background**

##### London Luton Growth Prospectus

- 3.21 The joint GLA, Barnet, Brent, Harrow and Camden London-Luton Growth Prospectus sets out a wider context for North West London particularly in regards to transport

challenges. The transport challenges from the strategic level have been considered by this Placemaking Plan:

- Enhance Public Transport - It will be important to ensure that all new developments in North West London enhance public transport connections and facilities. A key principle must be to encourage a reduction in car use and to make public transport more attractive.
- Address bottle necks - As well as initiatives to reduce local trips by car, through improving access to public transport, it will be important to undertake initiatives such as addressing key bottlenecks in the strategic road network, and identifying capacity problems.
- Local links - The importance of walking and cycling must be recognised when planning for expansion. Developments must be safe and easy to navigate on foot.

#### North London Sub Regional Transport Plan

3.22 TfL's North London Sub Regional Transport Plan (SRTP) identifies the A5 as an important corridor for North London. The Placemaking Plan also ties in with the objectives for the A5:

- Improve socio-economic opportunities through 'Place-Making' at selected locations along the A5 corridor by improving the public realm for pedestrian activities without undue reductions in journey speed for other road users;
- To pursue increases to capacity on the A5 corridor and parallel routes to enable it to cater for growth and support regeneration without undue impact on journey times;
- To promote a modal shift to public transport and softer mode facilities/measures;
- To continue to pursue measures to smooth traffic and to maintain/ or improve reliability for all highway modes;
- To minimise through movements by freight and promote measures to facilitate access and delivery of goods;
- To promote better vehicular and pedestrian east-west connectivity at selected locations; and
- To pursue a range of measures to improve air quality along the A5 corridor.

#### The vision and direction for London's streets and roads

3.23 The Mayor's Roads Task Force (RTF) set out a new vision for the future of London's roads and streets, to ensure the Capital can cope with major population growth, support jobs and thousands of new homes, while remaining one of the most attractive, vibrant, accessible and competitive world cities. The RTF's vision therefore focuses on three core aims:

- To enable people and vehicles to move more efficiently on London's streets and roads;
- To transform the environment for cycling, walking and public transport; and
- To improve the public realm and provide better and safer places for all the activities that take place on the city's streets, and provide an enhanced quality of life.

3.24 The public realm proposals within the study respond to the ambition and strategies set out within the Road Task Force Report - and aim to identify a suite of projects

and interventions which offer opportunities for the implementation of 'pilot projects' in response to the Mayoral vision. It will also support applications for TfL funding.

### **Public Consultation**

- 3.25 In June 2013, a consultation leaflet was distributed to all the residential properties (more than 9,000) in Burnt Oak and Queensbury Wards and some 250 non-residential properties within the Placemaking Plan area. The consultation sessions were publicised on the Council website. A four-hour consultation session took place at Asda Colindale in Queensbury Ward on Sunday 30 June 2013. Graphics explaining the vision for the area and plans with option designs were on display. Most of the consultees were drivers and their passengers as the consultation stall was held by the exit of the car park. Valuable comments written on post-it notes were made by the public from Brent and Barnet.
- 3.26 The second four-hour consultation session was held at the Hyde (Colindale Town Centre), in Fryent Ward on Thursday 4 July 2013. Those visited the consultation tent on foot were traders, visitors and residents either making the journey specially after receiving the consultation leaflet or passers-by. Both the consultation sessions were co-hosted by all six of the Fryent and Queensbury councillors.

### **Next Stage**

- 3.27 Many of the proposals and recommendations within the Placemaking Plan need further study and work to progress them towards implementation - ranging from detailed traffic modelling and options appraisal, through to the development of specific design proposals and consultation to ensure strong community buy-in and pride in the initiative to assure the space is used as envisaged.
- 3.28 The Delivery section of the Placemaking Plan sets out a series of discrete, costed projects, with identified actions and a phasing plan. As mentioned before, the plan provides not only a long-term vision for the area, but also identifies a range of delivery and implementation opportunities - including 'quick win' projects and initiatives which could help begin the process of transformation in the near term.

## **4.0 Financial Implications**

- 4.1 The plan has underpinned the establishment of outline costs for the various proposals and serves as an index and key reference document for the co-ordination of planning efforts and capital projects. Some of the projects will be carried out by the developers under Section 278 of the Highways Act 1980. Some will be funded by existing section 106 agreements (Brent and Barnet), Borough Local Implementation Plan (LIP) and CIL in the future while the implementation of some of the projects will rely on TfL and other external funding.

## **5.0 Legal Implications**

- 5.1 At this stage, the placemaking plan is not intended to be adopted as an Area Action Plan, a Supplementary Planning Document or a Development Planning Document.

## **6.0 Diversity Implications**

- 6.1 Public consultation was carried out in locations accessible by people with disabilities. The beneficiaries of the proposed projects included in the Placemaking Plan are the

general public regardless their gender, age, race, sexuality, marital status and disability.

## **7.0 Staffing/Accommodation Implications**

- 7.1 Cross council support is required to progress the proposed projects towards implementation. Drawing up the Placemaking Plan has involved staff from other departments. Some of the projects will be delivered by the relevant units providing funding is available. However, Planning and Regeneration and Transportation will be expected to commit staff resources to advance delivery through design and fundraising.
- 7.2 Brent and Barnet will establish two working groups to take the projects forward; one is the “strategic officer team” consisting of senior officers from both Boroughs and one is the “operational officer group”.

## **8.0 Environmental Implications**

- 8.1 Planting new trees is part of the suggestions to improve public realm. The wider transport strategy of the Placemaking Plan centres on reprioritising the A5 (a corridor of change) with a greater emphasis on public transport and cycling between surrounding neighbourhoods and the ‘place’ functions of walking around local centres. It aims to :
- create more space for walking and activity where the A5 acts as a local high street spine;
  - create better east-west links across the A5, connecting important walking and cycling links in Brent and Barnet;
  - make crossing of the A5 and adjoining side roads more direct, safe and inviting;
  - make large development parcels more permeable to movement on foot;
  - improve the quality and consistency of existing footways across the area, including decluttering and guardrail removal;
  - improve wayfinding to stations and other destinations in the local area.

## **9.0 Background Papers**

- Brent Core Strategy July 2010
- Brent Site Specific Allocations Development Plan Document July 2011
- London Luton Growth Prospectus, London boroughs of Brent, Barnet, Camden and Harrow, GLA, January 2009
- North London Sub Regional Transport Plan, TfL, November 2010
- Re-imagining urban spaces to help revitalise our high streets, DCLG, July 2012
- The vision and direction for London’s streets and roads, Roads Task Force, July 2013

### **Contact Officers**

Any person wishing to inspect the above papers should contact Joyce Ip, Planning and Regeneration, 020 8937 2274

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