
REPORT FOR: CABINET

Date of Meeting:	17th December 2020
Subject:	Approval for consultation for the Edgware Town Centre Supplementary Planning Document being jointly prepared with the London Borough of Barnet (2019-2021)
Key Decision:	Yes - affects more two or more wards
Responsible Officer:	Paul Walker, Corporate Director, Community
Portfolio Holder:	Councillor Keith Ferry- Deputy Leader and Portfolio Holder for Regeneration, Planning and Enterprise
Exempt:	No
Decision subject to Call-in:	Yes
Wards affected:	Edgware & Canons
Enclosures:	Appendix 1 – Draft Edgware Town Centre Supplementary Planning Document (for consultation)

Section 1 – Summary and Recommendations

This report introduces a proposed Supplementary Planning Document (SPD) for the Edgware Town Centre, a joint document with the London Borough of Barnet (as lead borough / author) and the London Borough of Harrow, funded by the GLA Homebuilding Capacity Fund. Edgware is a 'Major Centre' under the London Plan with opportunities for redevelopment and change. The draft SPD sets out expectations for the Town Centre, in terms of regeneration and

development, such as improvements to public realm, night time economy and leisure, highways, and the provision of new housing and infrastructure. If adopted by both boroughs, it would be a material planning consideration for any forthcoming planning applications within the Edgware Town Centre across both Boroughs.

Recommendations:

Cabinet is requested to:

- Approve the draft Edgware Town Centre SPD, attached at Appendix 1, for public consultation;
- Delegate authority to the Interim Chief Planning Officer, following consultation with the Portfolio Holder for Regeneration, Planning and Enterprise to consider and agree to any necessary amendments to the draft document arising as a result of Barnet Council's formal consideration of the draft document, as well as any minor amendments required to finalise the document for consultation.

Reason: (For recommendations)

Preparation and adoption of an SPD provides specific area guidance to assist in the determination of planning applications within the SPD boundary, as well as guiding infrastructure investment and area management initiatives. A joint-SPD promotes a joined-up approach to planning in the town centre and reflects how the centre is used rather than administrative / borough boundaries. As such, delivering a more attractive town centre and optimising the development potential of a highly sustainable location for economy, leisure, public realm, environmental and housing. There is a statutory requirement to undertake consultation on draft SPDs.

Section 2 – Report

Introduction

2.1 Edgware Town Centre is located across both the administrative boundaries of London Borough of Barnet and London Borough of Harrow, with the majority of the designated area within the London Borough of Barnet. Edgware Town Centre is detailed within the London Plan (both currently adopted and 2019 intend to publish version) as a Major Centre. A Major Centre generally contains over 50,000sqm of retail, leisure and service floorspace with a relatively high proportion of comparison goods relative to convenience goods. They may also have a significant employment, leisure, service and civic functions.

2.2 In recognition of the regeneration potential of the Edgware Town Centre, and its highly sustainable location, London Borough of Barnet bid to the Mayor of London, through the Homebuilding Capacity Fund, to bring forward a SPD which among other things, would proactively assist in the delivery of housing. Notwithstanding the ambition to deliver housing within the Edgware Town Centre to help meet the new London Plan's increased

housing targets for both Barnet and Harrow, the SPD would also ensure that optimum use of the sites would be achieved, and deliver improvements across the town centre for the residents within and surrounding Edgware Town Centre.

- 2.3 Although it is classified as a Major Town Centre, Edgware has experienced a significant loss of major comparison goods retailers. The overall town centre and retail experience has declined. The main street, Station Road, is often very congested with vehicles; a situation exacerbated by the bus station access being situated in the heart of the centre, leading to conflict with pedestrians and increased levels of noise, pollution and congestion. Whitchurch Lane has become very run-down.
- 2.4 In recent years changes to retail the retail sector have seen falling demand on high streets around the country, and Edgware has not been immune to this trend, for example with Marks and Spencer closing in the Broadwalk Centre in 2018. With the town centre mainly focused on retail, Edgware is currently lacking the cultural and entertainment options to draw visitors to the town centre. While there are a number of community services and facilities in the centre, in many cases these are not well-integrated to the urban fabric. Edgware also suffers from poor public realm and there is a lack of shared community space such as a town square, or small park/s. Furthermore, anti-social behaviour on the town centre streets has also become an issue that is detrimental to Edgware as a place to visit.
- 2.5 Edgware has a key role in supporting growth requirements. To achieve significantly higher housing targets, the both Barnet and Harrow need to deliver housing at high densities in suitable locations that have high levels of public transport accessibility (PTAL), and where the urban context is appropriate for medium-rise and tall buildings. The SPD provides an opportunity for Edgware to reinvent itself, particularly through an improved leisure and cultural offering, along with improved public realm and more sustainable, integrated transport.
- 2.6 To achieve these aims, the Supplementary Planning Document (SPD) will provide Edgware town centre with more detailed planning guidance than in the either Local Plan (LB Barnet's or LB Harrow's), along with additional supporting evidence base.
- 2.7 The SPD does not (cannot) introduce new policy, rather it provides guidance to adopted policy(ies). Within Harrow, the Edgware Town Centre (and SPD area) is located within the Edgware & Burnt Oak Sub Area, as set out in the Harrow Core Strategy (2012). Specifically, Core Strategy Policy CS8 sets out a number of polices (CS8A/C/D/H/I) that all promote appropriate development within the scope of the SPD area. These policies provide the basis on which are SPD may be brought forward, and therefore, the SPD will assist in giving effect to, and delivering against these polices within the area.

Consultation on the draft Edgware Town Centre SPD

- 3.0 The preparation of the Edgware Town Centre SPD is being lead primarily by London Borough of Barnet, who are the principle author of the document as the majority of the town centre area and largest landholdings / potential development sites fall within Barnet. Both boroughs need to follow the statutory process for the preparation and adoption of SPDs, including consultation in accordance with each borough's Statement of Community Involvement.
- 3.1 In accordance with the Harrow Council's adopted Statement of Community Involvement (SCI) it is proposed to consult widely on the draft SPD. Specifically, as a minimum, the following consultation methods will be employed;
- notification by e-mail or letter to all persons/organisations listed on the existing Planning Policy database;
 - publicity on the Planning Policy pages of the Council's website; and
 - local press notice.
- 3.2 The consultation will be open for a period of six weeks and will commence as soon as possible following the approval by Cabinet (and approval from LB Barnet's Planning & Resources Committee on the 8th December 2020). Officers will liaise with Harrow Communications team to ensure the consultation is publicised as widely as possible. Given the current climate with regard to the COVID19 pandemic, usual consultation in person / public meetings has not able to be undertaken. Going forward, government guidance will be followed in terms of how personal contact consultation is able (or not) to be undertaken. To replace public consultation (in-person / face to face), further online avenues will be considered, such as Webinars. The outcome of the consultation, and any resulting amendments to the SPD, will be reported back to Cabinet as part of the adoption process. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012, the Council must publish a consultation statement explaining how any issues raised in representations have been addressed in the SPD.
- 3.3 Aside from the consultation that will occur within LB Harrow, LB Barnet will carry out consultation within its administrative boundary and in line with its Statement of Community Involvement. A separate minor amendment to the Harrow Statement of Community Involvement has been made by the Portfolio Holder for Regeneration, Planning and Enterprise (under delegated authority) to reflect that Covid-19 may mean that not all the traditional avenues for consultation will be possible due to social distancing requirements.
- 3.4 Given the timeframes associated with the preparation of the document and joint approval processes, it has not been practical to consult with the Planning Policy Working Group (PPWG) nor directly with local ward members on the draft document prior to seeking Cabinet's agreement to go out to formal consultation. The PPWG / local ward members will be

formally engaged during the six-week consultation period, ensuring their input into the document as it develops further.

Options Considered

- 3.5 There is one alternative option to preparation of a SPD, which is to do nothing. This option would rely on borough wide generic town centre policies within the respective development plans to arrest the decline of the town centre, and also to deliver the much needed regeneration and associated benefits.
- 3.6 As mentioned previously, neither Local Plan provides detailed / prescriptive policy on the Edgware Town Centre. In the absence of a detailed SPD for this specific town centre, an opportunity to specifically shape this town centre would be missed. Planning applications would continue to come forward on an ad hoc basis, which may fail to take opportunities that could be secured through site assembly for example. The detailed SPD would provide a narrative around such opportunities, whereby assisting in ensuring that sites are delivered with the optimal level of development. Furthermore, without the introduction of a SPD to shape the town centre, there is no mechanism in place outside of the relatively generic town centre policies that would halt the decline of the town centre.
- 3.7 The introduction of a SPD for the Edgware Town Centre would provide a proactive planning measure to assist in the decline of the town centre, and to provide a framework to demonstrate the vision for, and assist in the delivery of regeneration and town centre improvements. Preparing an SPD also presents an opportunity to proactively engage with stakeholders, residents and businesses at an early stage of the development process.
- 3.8 As mentioned previously, LB Barnet were successful in their bid to bring forward an SPD for Edgware Town Centre, which secured funding through the Mayor of London's Homebuilding Capacity Fund. By reason of the Edgware Town Centre being split across the two administrative boundaries of LB Barnet and LB Harrow (with the majority of the area within LB Barnet), it was considered appropriate that the SPD be brought forward to cover all of the town centre and therefore included LB Harrow. To this extent, part of the funding awarded to LB Barnet, was set aside to resource the required steps within LB Harrow. Accordingly, in terms of delivering this piece of work, it would be cost neutral to LB Harrow.

Ward Councillors' comments

A joint virtual consultation event was held for both Barnet and Harrow Ward Councillors with regard to the developing SPD on the 14th May 2020. Comments received have been taken into consideration in the drafting of the SPD to date. The minutes of the consultation will be provided as a background paper.

Further consultation with Councillors will continue as noted above.

Performance Issues

- 4.0. The adopted Core Strategy contains a detailed schedule of monitoring indicators, with associated targets, triggers and contingency actions, to ensure that the delivery of Harrow's spatial vision remains on track (and if necessary, brought back on track) throughout the plan period (2009-2026). These indicators are monitored through the continuing publication of the Authority's Monitoring Report (AMR).
- 4.1 The purpose of the proposed SPD is to assist Harrow (& LB Barnet) in firstly meeting the delivery of housing that is set for each of the boroughs within the new London Plan (2019)(Intend to Publish Version). Furthermore, it will also seek to enhance the town centre offer for residents, whereby ensuring the vitality and vibrancy of the centre. This must be achieved whilst ensuring the preservation of a number of heritage assets within the SPD area. Again, there are a number of targets within the AMR that relate to these matters. These indicators will therefore be used to monitor the impact of this SPD.

Environmental Implications

- 4.2 Sustainability appraisals for supplementary planning documents are only required in exceptional circumstances, but the Council must still consider whether there is a requirement for strategic environmental assessment (SEA). The proposed SPD does not (cannot) introduce new policy but simply supplements the development within a designated town centre (and wider) and adopted town centre policies within the Local Plan.
- 4.3 LB Barnet as the lead author of the SPD, has undertaken a draft Sustainability Appraisal Scoping Report, which seeks to determine the scope and level of detail of the information to be included in the sustainability appraisal report. This document has been produced as Barnet's Core Strategy policies (2012) were not subjected to a SA. A SA is therefore required for this SPD to test how well the planning document considers the social, environmental and economic issues in order to achieve sustainable development.
- 4.4 The Harrow Core Strategy (2012) and the policies contained within it were subject to a Sustainability Appraisal. However, given that the SPD would span both the Barnet and Harrow, a Sustainability Appraisal Scoping Report is required.

Data Protection Implications

Consultation will be undertaken in a manner that complies with the relevant requirements of the General Data Protection Requirements, including the collection, processing, retention and disposal of personal data of those responding.

Risk Management Implications

Risk included on Directorate risk register? No

Separate risk register in place? No

5.0 Separate risk register in place? No

5.1 As noted above, public participation is one of the regulatory requirements for the preparation of an SPD, and both the Regulations and the NPPF are clear about the secondary (non-development plan) role of SPDs. The draft SPD the subject of this report has been prepared specifically for consultation purposes and recognising that it cannot introduce new policy or add to the burden upon development. Officers will manage the consultation and adoption of the SPD to ensure that it complies with regulatory requirements for the preparation of the SPD. Proper application of the SPD to relevant proposals should significantly reduce the chance of any appeals being submitted.

5.2 In developing an SPD jointly with LB Barnet, there are a number of risks that could eventuate, which are detailed within this report. Should approval be granted for consultation, there is a risk that public feedback may be negative. However, pre-consultation has been undertaken already with relevant ward councillors, who represent the public and have been able to provide initial feedback. This pre-consultation has also been taken across both Council's at officer level, and therefore the joined-up approach should also assist in reducing risk of negative feedback from the formal consultation. Notwithstanding this, with any public consultation there is always a risk of negative feedback, however it is considered that appropriate steps have been taken to reduce this as much as possible.

5.3 The SPD itself serves to mitigate a number of risks, including the lack of a joined-up approach across the town centre, achievement of high quality, higher density development and the risks associated with 'do nothing'.

Procurement Implications

5.4 *The SPD is funded by the Mayor of London's Homebuilding Capacity Fund, which was successfully secured by LB Barnet. By reason of part of the designated Edgware Town Centre being located within Harrow, the SPD is being brought forward jointly, with Barnet leading on its preparation. Any external consultancy support for specialist studies (i.e. transport) has been procured by Barnet. Consequently, it is considered that there are limited procurement implications for Harrow as a result of the project nor this Cabinet report.*

Legal Implications

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

5.6 Although the proposed SPD is not a development plan document it will, on adoption, be a material consideration in the determination of proposals for development within the Edgware Town Centre and the defined SPD area (as delineated by the red line boundary).

5.7 The Council is required by law to consult on the SPD and to take into account all consultation responses received before adopting the SPD.

Financial Implications

5.8 The SPD is funded by the Mayor of London's Homebuilding Capacity Fund, which was successfully secured by LB Barnet. By reason of part of the designated Edgware Town Centre being located within Harrow, the SPD is being brought forward jointly. Barnet is leading on the preparation of the SPD with Harrow providing input to Barnet to progress the process, including reviewing the accompanying evidence base work that informs the draft SPD, the draft SPD itself, participating in stakeholder engagement (members, residents), and then undertaking the relevant internal governance required. By reason of this, part of the successful bid was on the basis that funding was provided from Barnet to Harrow to cover the cost of Harrow officer time in the process. This funding amounts to £17,500 (half already received, balance payable upon finalisation of document / completion of process) and is considered to broadly reflect required officer input / consultation costs. By reason of this, there is little financial impact on Harrow in terms of the progressing the SPD to a final document.

Equalities implications / Public Sector Equality Duty

5.9 By definition, supplementary planning documents cannot introduce new policies nor modify adopted policies and do not form a part of the development plan. Rather, their role is to supplement a 'parent' policy in a development plan document. The draft SPD the subject of this report supplements adopted policies within The Core Strategy and Local Policies Plan. A full equalities impact assessment was carried out at each formal stage in the preparation of the Core Strategy.

Council Priorities

1. Improving the environment and addressing climate change

The SPD does not create new policy for development, however, provides guidance around current policy to assist in new development. Within London, the strategic Plan, the London Plan sets out a number of policies in relation to improving the environment and addressing the climate change. These include policies relating to greenspaces, drainage, energy and building fabric, and any development would need to be in compliance with these. The SPD will refer to these, whilst also providing guidance on public open space.

2. Tackling poverty and inequality

The primary purpose of the funding by way of the GLA Homebuilding Capacity Fund is to increase housing delivery within London. The proposed SPD will assist in delivering circa 3000 homes across the SPD boundary. Developments that would be coming forward would be required to be policy compliant, which would result in a quantum of the housing quantum to be genuinely affordable to local residents.

3. Building homes and infrastructure

The primary purpose of the funding by way of the GLA Homebuilding Capacity Fund is to increase housing delivery within London. The proposed SPD will assist in delivering circa 3000 homes across the SPD boundary. This will assist in providing more housing choice, which would include both market and affordable housing tenure. Much of the development coming forward would be subject to Community Infrastructure which in part, is able to be utilised to assist in funding critical infrastructure associated with the new development envisioned by the SPD.

4. Addressing health and social care inequality

Much of the development coming forward would be subject to Community Infrastructure which in part, is able to be utilised to assist in funding healthcare services. Furthermore, dependent on the scale of development coming forward, through planning negotiations, a healthcare facility may be delivered, and secured by way of a S.106 legal agreement. The SPD would come forward and would ensure that an appropriate mix of uses would be brought forward other than housing. Given the SPD covers a town centre, it is essential that a range of uses are present to ensure its success. This would include retail, food and beverage outlets, leisure and community space. Whilst community use at this early stage would not be clearly defined, it will be shaped through planning application negotiation, and secured by S.106 legal agreement

5. Thriving economy

The SPD will seek to ensure that an appropriate mix of uses within the town centre. To ensure that the town centre is successful and is able to remain vibrant, workspaces for a range of uses is required. Whilst there is an emphasis to increase housing numbers within the SPD area, there needs to be a range of uses that are appropriate for a town centre, which ensures the vibrancy and vitality of the town centre is enhanced. The SPD will result in significant development within the Edgware Town Centre and surrounding area. This will allow for opportunities for new homes, new employment opportunity, an improved accessibility to public transport and public realm. Each of these would assist in improving residents' well-being and independence.

Section 3 - Statutory Officer Clearance

Statutory Officer: Jessie Man

Signed on behalf of the Chief Financial Officer

Date: 06/08/2020

Statutory Officer: Patrick Kelly

Signed on behalf of the Monitoring Officer

Date: 08/08/2020

Statutory Officer: Lisa Taylor

Signed on behalf of the Head of Procurement

Date: 06/08/2020

Statutory Officer: Paul Walker

Signed by the Corporate Director

Date: 30/11/2020

Statutory Officer: Susan Dixon

Signed by the Head of Internal Audit

Date: 18/11/2020

Mandatory Checks

Ward Councillors notified: YES, Canons and Edgware Members.

EqIA carried out: Yes

EqIA cleared by: Draft EqIA carried out by London Borough of Barnet

Section 4 - Contact Details and Background Papers

Contact: Callum Sayers, Planning Policy Officer,
callum.sayers@harrow.gov.uk, tel. 0208 736 6160

Background Papers:

- Cross Boundary Ward Councillors Consultation Minutes
- [Core Strategy 2012](#)

**Call-In Waived by the Chair of Overview and Scrutiny
Committee**

No