

REPORT FOR: Cabinet

Date of Meeting:	15 December 2011
Subject:	Heart of Harrow Area Action Plan
Key Decision:	Yes
Responsible Officer:	Andrew Trehern, Corporate Director Place Shaping
Portfolio Holder:	Councillor Keith Ferry, Portfolio Holder for Planning Development and Enterprise
Exempt:	No
Decision subject to Call-in:	Yes
Enclosures:	Appendix 1 – Harrow and Wealdstone AAP Draft Preferred Option <i>[Due to its size, Appendix 1 has been circulated to Cabinet Members, other key Members and officers. A copy has been placed in the Members' Library and the appendix has been published with this agenda for viewing.]</i> Appendix 2 – Ref from O&S Committee Appendix 3 – Recommendation from LDF – 8 December 2011 - to follow

Section 1 – Summary and Recommendations

This report presents the draft Harrow and Wealdstone Area Action Plan: Preferred Option consultation document, which is to be the subject of public consultation in January 2012.

Recommendations:

Cabinet is requested to:

- 1) Review and comment on the draft Harrow and Wealdstone Area Action Plan: Preferred Option consultation document annexed at Appendix 1.
- 2) Approve the draft Harrow and Wealdstone Area Action Plan: Preferred Option consultation document and the Sustainability Appraisal for the purposes of a six week public consultation.
- 3) Delegate authority to the Divisional Director of Planning, in consultation with the Portfolio Holder for Planning, Development and Enterprise, to agree the Sustainability Appraisal and Equalities Impact Assessment; and to make any minor editing and textual changes to the Pre-Submission Draft of the West London Waste Plan before the public consultation.

Reason: (For recommendation)

To progress the Harrow and Wealdstone Area Action Plan through the various stages of informal and formal consultation on its way to adoption as part of Harrow's Local Plan.

Section 2 – Report

1 Introduction

- 1.1 The draft Area Action Plan presents the Council's Preferred Option for managing development, regeneration and investment in the Harrow and Wealdstone Intensification Area – the Heart of Harrow - over the next fifteen years and beyond. It follows public consultation on four broad options for growth in May 2011, building on Option 4 - *High Roads and Centres*, which received the highest level of support by providing greater detail about the contribution individual sites and sub-areas will make, in terms of housing, employment and social and physical infrastructure, towards delivery of the objectives and vision for the area as a whole.
- 1.2 The Preferred Option stage represents a further informal consultation stage in the Plan's preparation, inviting stakeholders and the public to view and comment on the Council's detailed proposals for development management policies, sites and sub-areas. The draft Preferred Option is to be reported to Cabinet on 15 December before being published in January 2012 for a six week period of informal public consultation.

2 Informing the Preferred Option

2.1 The Preferred Option has been informed based on:

- the comments received to the Issues and Options document (see LDF Panel report of 26 July 2011);
- meetings held with a number of developers and landowners to discuss the aspirations they have for their sites;
- the outcomes of discussions held with the Engagement Forums on key issues;
- the further characterisation work undertaken by the consultant's;
- the two "walkabouts" held to assess the potential impact of development within the Intensification Area on identified views of Harrow on the Hill and other sites of focal sensitivity;
- an analysis of social and physical infrastructure required to support new development and to deliver the spatial vision for the area;
- the findings of the draft views assessment;
- a broad assessment of development viability; and
- an indicative implementation strategy.

2.2 The purpose of the AAP is to establish a blueprint for the comprehensive and co-ordinated regeneration of the Heart of Harrow, and to set out the means to achieving that blueprint through planning and partnership. The aims of the AAP are:

- To guide development and investment decisions in the Heart of Harrow over the next 15 years;
- To provide clarity and certainty about how places and strategic sites are to develop and change;
- To deliver the agreed the distribution, scale, form and function of development across the Heart of Harrow through detailed criteria based policies and the allocation of sites;
- To identify and secure the coordinated delivery social and physical infrastructure improvements; and
- To determine the appropriate phasing of development taking into account the need to ensure regeneration occurs across the whole area, including on sites with greater constraints than others.

3 Draft Vision, Objectives and Strategy

3.1 The draft vision, strategic objectives and spatial strategy for the Heart of Harrow is presented at chapter 4. This builds on that established for the area through the Core Strategy. The purpose of this section of the document is to set out the kind of place we want the Heart of Harrow to be like in the future, and to outline the broad development strategy to deliver the vision and objectives. It takes into account the baseline information about the key issues facing the area that need to be addressed and the strengths and opportunities that need to be enhanced and realised (these are set out in chapters 2 & 3 of the draft document). The subsequent chapters of the Preferred Option are all concerned with what needs to happen (the where, when and how) to deliver this vision for the area. Key to this is the detailed development management policies (set out in chapter 5), the sub-area objectives and site allocations (set out in chapter 6), and the proposed delivery and implementation strategy (set out in chapter 7).

4 Sub Areas.

4.1 It was expedient for the Issues and Options document to focus on the three main parts of the Intensification Area – being the two town centres and the Station Road corridor. However, it was always recognised that the Intensification Area comprised a more complex mosaic of sub areas, subtly different in character, and facing different challenges and opportunities in meeting housing and employment targets and wider Core Strategy objectives. Following further characterisation work, and more detailed urban design analysis, the Preferred Option document divides the Intensification Area into seven distinct sub areas as follows:

- Harrow western gateway
- Harrow town centre
- Harrow town centre east
- Station Road
- Wealdstone central
- Wealdstone west
- Wealdstone east

4.2 The benefit of this approach enables more detailed design and development parameters to be prepared to guide future development within each sub area; ensuring development reflects a particular desired character or local distinctiveness. This approach addresses a key concern raised through consultation to the Issues and Options document that the Preferred Option could morph, over time, into the option proposing a one centre approach (Option 1) if not supported by appropriate policies. It also allows for a better understanding about the contribution and role of each sub-area in delivering the vision for the Heart of Harrow.

4.3 A Plan showing the boundaries of the sub areas is included in the draft Preferred Option at the introduction to Chapter 6. The remainder of the chapter then deals with each sub-area separately, providing a commentary on the existing character, its role and objectives in delivering the Heart of Harrow, and the proposed development sites, including a brief description of each, proposed land uses, detailed design considerations, infrastructure and delivery requirements. In summary, the details of each of the sub-areas are as follows:

Harrow Western Gateway

4.4 The Western Gateway is essentially an area of transition between the town centre commercial core and the surrounding residential area. Much of the development within this sub area has already received planning permission, including Bradstow House and Neptune Point. The other key site within this transitional area is the block of outdated offices towards the western end of College Road which is to be allocated for redeveloped to improve the image of the western gateway to Harrow town centre, and to provide replacement offices suited to modern demands. Further opportunities are identified to improve the existing pedestrian and cycle connections to the main shopping area around St Anns Road and College Road through improvements to the

public realm, including the Roxborough Bridge underpass. A key objective of the sub area is to address traffic flow at Pinner Road junction.

Harrow Town Centre

4.5 The Harrow Town Centre sub area comprises the retail and commercial core of the Metropolitan centre within the Intensification Area. It typifies Harrow's Metropolitan character and development here would be required to be of a type and scale that reaffirms Harrow's Metropolitan Centre role, by extending the retail and commercial offer and through the creation of a network of quality public spaces. It is the most appropriate part of the Intensification Area to locate a tall "landmark" building, marking the Metropolitan town centre's London-wide role and importance. Improving the accessibility of Harrow on the Hill station and the quality and capacity of Harrow bus station are important objectives for the sub area, along with enhancing the public's use of Lowlands Recreation Ground to create a new urban park. Achieving greater permeability in this area coupled with an improved public realm, to enhance the areas attractiveness for shoppers and business, are also important considerations in proposals for key sites. The Dandara site in College Road, TfL car parks to the south of Harrow on the Hill station, and land at Havelock Place are shown as key sites within the Harrow town centre sub area which can collectively contribute to Harrow's housing supply, and improve the active retail frontages in the town centre, helping to improve the centres appeal. The redevelopment of these key sites also provides the opportunity for new public spaces to be provided, and to improve linkages to Harrow on the Hill and from St Annes Road to College Road.

Harrow Town Centre East

4.6 Like the Western Gateway, the Town Centre East is again an area of transition between the town centre's commercial core and the surrounding residential area, with the mix of uses, densities and scale of development gradually reducing towards the sub area boundary. The key sites within this sub area include Lyon House/Equitable House and land in Gayton Road, which will both contribute to Harrow's housing supply through high quality redevelopment, alongside a modest supply of new business and community floorspace. Opportunities to improve the public realm and street pattern will enhance pedestrian and cycle connections to the main shopping area and through to Harrow on the Hill Station. The Lyon House site has the potential for a new landmark building and public square alongside replacement office and new community facility.

Station Road

4.7 The main objective for Station Road is to improve its "High Road" character and to enhance its role in linking the two main shopping areas, especially for pedestrians, cyclists and bus users, utilising development sites as "stepping stones" along the way. Public realm improvements, allied to improvements to key junctions to smooth traffic flow, would strengthen the High Road character. Higher densities will be limited to the road frontage reducing where they meet the surrounding residential area. Street enhancements to Hindes and Elmgrove roads will signal the cross point for a green corridor linking the area to open space at Kenton and Harrow recreation grounds.

- 4.8 Greenhill Way car park, Tesco and the Civic Centre are key development sites and offer the opportunity to develop high quality residential accommodation alongside an increased retail, commercial and leisure offer in this highly accessible location. An 'opportunity area', mainly to the east of Station Road has also been identified, where incremental re-provision of retail and mixed use development will be promoted to encourage site assembly of existing converted properties sitting on relatively large plots. The eventual redevelopment of the Civic Centre will provide the opportunity to create new public space opposite Harrow Mosque and re-provide the reference library within Harrow town centre as part of a new central library facility.

Wealdstone Central

- 4.9 Wealdstone, like Harrow, can be subdivided into three sub areas. A common objective is to create an east west link across the area, improving the connections between Headstone Manor, Kodak, the District Centre and the Leisure Centre to the east. Within the Central sub area, the aim will be to strengthen and diversify the current retail offer, creating a more specialist role, and refocusing activity around the Headstone Drive, High Street, Canning Road junction. To provide a retail anchor to the town centre, provision is proposed to be made for a food store on the Palmerston Road car park. Improving the public realm, particularly around the station and under the railway bridge adjacent to the Crown Court, will do much to improve Wealdstone's image and function as a local centre. A number of small infill sites are scattered throughout the sub area, especially around the junction of Palmerston Road and George Gange Way where development can signal a gateway to Wealdstone and where taller buildings would be appropriate, reflecting the significant change in site levels near the Bridge. The infilling of sites in Wealdstone through new development can also help improve the image of Wealdstone through high quality new buildings, coupled with public realm improvements including tree planting and new lighting.

Wealdstone West

- 4.10 Wealdstone West comprises land on either side of the west coast mainline railway and includes some of the borough's longest established employment uses, most notably Kodak and Col Art. Development will be required to create better connections with the existing suburban street pattern and integrate sites with the surrounding Metroland, through a wider mix of employment, housing and community uses and new green links. The size of available sites, however, also creates the opportunity for a more distinctive built form and contemporary character. There is also the opportunity to reconnect Wealdstone town centre with Headstone Manor and the Green Belt beyond, using landmark buildings for orientation.
- 4.11 Kodak/Zoom Leisure, Col Art, the Teachers Centre and Headstone Manor have been identified as development sites and, together, will make a significant contribution to meeting employment and housing targets and provision of new community and green infrastructure. Following its recent closure, there is an opportunity to recognise the legacy of Windsor and Newton in Wealdstone and to provide contemporary employment, studio and residential living spaces on the Col Art site. The Kodak site meanwhile, could accommodate a number of uses including workshops/spaces, an enterprise

hub, family housing, flats, community infrastructure and public open spaces to create a new urban realm connected to the existing centre. Improving the linkages from Wealdstone to Headstone Manor and beyond, is a significant objective of the document, following from the Green Grid and Core Strategy aspirations and will further help boost the amenities of the area to support new investment and healthy living.

Wealdstone East

- 4.12 Byron Park and the Leisure Centre are the main landmark features of the Wealdstone East sub area. The main role here will be to improve the existing leisure offer, and to use new development as a means to address the transition between the intensification area and the surrounding suburban fabric, whilst supporting access to and use of the Borough-side Green Grid. A new/refurbished leisure centre would enhance the Borough's recreational and sports facilities, and thus reinforce the significance and contribution of this strategic site within the Borough.

5 Overall provision

- 5.1 The Preferred Option establishes the contribution each sub area is to make to achieving the overall strategic housing and employment targets sought for the Intensification Area. These are set out for each sub area as a range for housing, employment and community uses to be met by the key sites. In addition, it sets out the social and physical infrastructure required for the area as a whole, as well as that specific to each sub area that will need to be delivered by development within each sub area. Together with proposals for new homes and jobs, this represents a potential investment of around £1bn in the Heart of Harrow over the next 15 years.

6 Next Steps

- 6.1 Public consultation on the Preferred Option document and accompanying Sustainability Appraisal will be carried out for a period of six weeks, in accordance with the Council's Statement of Community Involvement, starting in January 2012. The consultation is important as it provides the public and stakeholders with the opportunity to be further informed of Council's detailed proposals for the preferred option, enabling them to highlight any issues relating to policy coverage; the form, content and wording of the vision, objectives, policies and site allocations; and to identify potential issues regarding the tests of soundness.
- 6.2 The results of this consultation will be assessed and the draft Area Action Plan will be revised in light of the comments received. Both the assessment of representations and the revised draft Area Action Plan will be reported back to LDF Panel and Cabinet in April 2012. There will, at that time, be a need to undertake further appraisal of any proposed changes to the Area Action Plan and to prepare a new insert map for the Harrow Proposals Map. Once Cabinet is satisfied that the revised draft meets the Government's tests of soundness, Council will be requested to endorse it for Pre-submission publication (Regulation 27), followed by formal submission to the Secretary of State and an Examination in Public in late 2012.

7 Financial Implications

- 7.1 The costs for preparing, publishing and consulting on the Preferred Option document are fully contained within the existing Planning Department's budget allocation for 2011/12 and within the MTF5.

8 Legal Comments

- 8.1 The legal requirements for preparing and consulting on the draft Harrow and Wealdstone Area Action Plan: Preferred Option document are set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Development) (England) Regulations 2004 (as amended). This includes a duty to consult with specific and general consultation bodies for a minimum of six weeks and a requirement to advertise the document in a newspaper circulating in the borough. A failure to comply with the statutory requirements may result in the DPD being found 'unsound' at the examination in public.

9 Performance Issues

- 9.1 A key piece of LDF evidence base is the Annual Monitoring Report, which highlights the performance of existing UDP policies against the set of national and local indicators. The findings of the latest AMR have been used to inform the Sustainability Appraisal of the DPD, which seek to ensure the DPD, where relevant, addresses areas of weak performance and to build on those areas where the Borough is performing well. The following table summarises the most relevant planning performance indicators and how the document will respond to these targets:

Which performance indicators will be impacted by the DPDs?	What is the current performance of those indicators?			Potential impact of the DPDs
	Target 10/11	Actual 10/11	Target 11/12	
NI154 Net additional homes provided	400	434	350	The AAP will identify and designate sufficient sites for new housing to meet Harrow's strategic housing requirement for the Intensification Area
NI155 Number of affordable homes delivered (gross)	165	231	140	The AAP will seeks to secure the maximum affordable housing provision from individual sites of 10 and above units.
NI157 Processing of Planning applications as measured against targets for 'major', 'minor' and 'other' application types	69%	81%	69%	An updated development plan will assist greatly in providing certainty to developers and help the Council to determine future planning applications in accordance with the statutory timeframes.
NI159 Supply of ready to develop housing sites	100%	100%	100%	The AAP will identify and designate sufficient sites for new housing to meet Harrow's strategic housing requirement in the Intensification Area

NI170 Previously developed land that has been vacant or derelict for more than 5 years	No specific data set	5.2 ha	No specific data set	The document seeks to reinforce the spatial strategy of the Core Strategy which encourages development of sites and buildings that have been vacant or derelict for a significant period of time.
NI171 VAT Registration rate	No specific data set	69.2%	No specific data set	The DPD seeks to retain and support existing and new businesses either through allocating or safeguarding sites or buildings for employment use.
NI186 Per capita reduction in CO2 emissions in the LA area	4.0%	-0.4%	4.0%	The AAP will ensure new housing is located in areas of high public accessibility and through requirements in the Development Management Policies for higher sustainable building design standards.
NI188 Adapting to climate change	Level 2	No data	Level 3	The AAP seeks to address the impacts of climate change through requirements for sustainable building design, while the Site Allocations ensures sensitive development are not located in areas subject to flood risk.
NI189 Flood and coastal erosion risk management	100%	100%	100%	The SRFA was completed in July 2009 and has been taken into account in preparing the DPD
NI197 Improved local biodiversity – active management of local sites	3	3	No target	The DPD addresses the functionality of open space and the ability to create continuous green chain links.
NI204 Planning Appeal Performance	40%	40%	40%	The updated AAP will serve to improve the Councils resilience in supporting planning decisions on appeal
BV200b Meeting the LDS Timetable	No specific data set	All milestone being met	No specific data set	The preparation of the DPD is in accordance with the timetable in the revised LDS
What is the current performance of these indicators?	The above table shows current year and targets for 10/11. It is expected that the DPDs proposed allocations and policies to provide the capacity and delivery means that will enable delivery against these indicators in future years.			
How much will current performance be improved or other negative effects be mitigated?	The eventual adoption of the DPD will ensure the Council delivers upon these performance indicators in a positive and proactive manner.			

10 Environmental Impact

10.1 The consideration of environmental impacts is an integral and ongoing part of the process of preparing all Development Plan Documents. This includes

requirements under the Planning and Compulsory Purchase Act (as revised) to undertake Sustainability Appraisal, incorporating Strategic Environmental Assessment, informing each stage of a document's production. In preference to repeating the assessment and findings of the Sustainability Appraisal, a copy of the Sustainability Appraisal is available electronically and will also be published alongside publication of the final DPD.

11 Risk Management Implications

11.1 The risks associated with the preparation of the AAP are covered in a specific risk register.

12 Equalities implications

12.1 An Equalities Impact Assessment, building upon and expanding on that undertaken into the Issues & Options consultation document, will be undertaken on the draft Preferred Option and will be published alongside publication of the Area Action Plan Preferred Option.

13 Corporate Priorities

13.1 The Area Action Plan will inform and assist with the delivery of the following Corporate Priorities

- Keeping neighbourhoods clean, green and safe – by improving the quality and safety of public spaces throughout the Intensification Area
- United and involved communities: a Council that listens and leads – through the Engagement Forums that have been established to shape the AAP
- Supporting our town centre, our local shopping centres and businesses – through the AAP that will guide the future development of Harrow town centre and Wealdstone and form one of the key building blocks for an inward investment strategy promoting business opportunities in the borough.

Section 3 - Statutory Officer Clearance

Name: Kanta Hirani	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 29 November 2011		
Name: Abiodun Kolawole	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 22 November 2011		

Section 4 - Performance Officer Clearance

Name: Martin Randall



on behalf of the
Divisional Director
Partnership, Development
and Performance

Date: 23 November 2011

Section 5 – Environmental Impact Officer Clearance

Name: Andrew Baker



on behalf of the
Divisional Director
(Environmental Services)

Date: 22 November 2011

Section 6 - Contact Details and Background Papers

Contact:

Matthew Paterson, Senior Professional LDF Team, ext 6082

Background Papers:

Harrow Core Strategy

Harrow & Wealdstone Area Action Plan Issues & Options consultation document May 2011

Heart of Harrow Masterplan technical paper - baseline report May 2011

LDF Panel Report of 26 July 2011: Responses to consultation on the three proposed DPDs

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

NOT APPLICABLE

[Call-in applies]